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*Massachusetts Democratic Joint special committee on
county government*

REPORT

OF THE

JOINT SPECIAL COMMITTEE ON COUNTY GOVERN-
MENT TO INVESTIGATE THE SUBJECT OF COUNTY
GOVERNMENT IN THE COMMONWEALTH
AND THE RELATION OF THE COUNTIES
AND THEIR INSTITUTIONS TO THE
COMMONWEALTH AND ITS
INSTITUTIONS

JANUARY, 1922

COMPLIMENTS OF
SILAS D. REED
OF TAUNTON,
SENATOR, FIRST BRISTOL DISTRICT

BOSTON

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The Commonwealth of Massachusetts.

FROM THE JOURNAL OF THE HOUSE, JANUARY 14, 1921.

The following order, approved by the committees on rules of the two branches, acting concurrently, was adopted in concurrence: —

Ordered, That a joint special committee, to consist of five members of the Senate designated by the President, and ten members of the House of Representatives designated by the Speaker, investigate the subject of county government in the Commonwealth, and the relation of the counties and their institutions to the Commonwealth and its institutions, with a view to promoting administration.

The committee may, if it deems it necessary, hold public hearings, administer oaths, and require the attendance and testimony of witnesses and the production of books and documents. It may employ a stenographer and incur such expense for travel as it may deem necessary, and shall report, with such recommendations as it may deem expedient, to the General Court not later than the thirty-first day of March of the current year.

The Commonwealth of Massachusetts.

REPORT OF THE JOINT SPECIAL COMMITTEE ON COUNTY GOVERNMENT.

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled.

The undersigned members of the Joint Special Committee created by the order adopted on January 14, 1921, to investigate the subject of county government in the Commonwealth, and the relation of the counties and their institutions to the Commonwealth and its institutions, with a view to promoting increased economy and efficiency in State and county administration, submit this their report.

The Committee organized on January 20, 1921, with Hon. Alvin E. Bliss of Malden, chairman, Frank L. Brier of Boston, House chairman, and Richard T. Howard of Boston, secretary. The work of the Committee has mainly been the investigation of the penal institutions of the Commonwealth, subject to the general directions of the order creating it. The method has been by visits to the institutions themselves and examination of the physical property, the inmates, and such inquiries as seemed pertinent to the officers and those in charge. The Committee has also held various public hearings in Boston, Worcester, Springfield and Salem. The Committee has sought the unbiased opinion of experts long occupied in the study of social conditions. Consideration has been given to similar institutions in other States and countries. Every effort has been made to consider the welfare of society as a whole by the establishment of the best possible agencies for the protection of the community and the reformation of the individual offender. A detailed report of the Committee's activities is given below. For the better understanding of the Committee's

work and the subject in general, a brief account is also included in this report of the situation to-day in this Commonwealth with regard to the treatment of criminal offenders and the development of the prison system. The conclusions of the Committee upon the questions raised are also given below.

THE DEVELOPMENT OF PENAL INSTITUTIONS.

In 1646 there was passed a law by the General Court of the Massachusetts Bay Colony providing for the establishment of houses of correction in each county. There were then only four counties, and the Plymouth Colony was exercising a separate government. The purpose was to provide a place for the correction of those guilty of comparatively minor offences, and the act was in response to an apparent feeling of concern on the part of the inhabitants at the increase of crime.

At that time the General Court was exercising both executive and legislative functions. It was natural, therefore, to place the responsibility for the care of these institutions in the county courts, or the courts of assistance, which included the Governor and other officials acting for the entire body politic. Each county court was ordered to select a keeper to be the master of the house of correction, to procure materials for the industry of the inmates, and to arrange for their employment. There were precise directions given for the punishment of all inmates upon entrance, and for their release or discharge. Directions were given for the employment of all prisoners at labor yielding a financial return. No provision was made for the segregation or classification of the prisoners either as to sex or otherwise.

Previous to the establishment of the houses of correction there had been common jails apparently wherever needed. These institutions were local in their origin, control and maintenance. They were used as places of punishment for any offender, and as places of detention.

In 1699, by an act of the Provincial Legislature, the sheriff of each county was given the custody and charge of the King's common jails, prisons and prisoners in the county where he was sheriff. Previously the sheriff, who was sometimes called a marshall or beadle, had been the executive county officer.

In the same year, 1699, there was passed by the General Court a law for the maintenance of houses of correction within each county. This was a re-enactment of the original law with a restatement of its purposes. The justice of peace at the general sessions of the peace holden for the counties from time to time were in control of the houses. It was their duty to select the master and keeper of the house of correction, and they had general charge. The general purpose of the laws remained as heretofore. Some detail was added as to the care and treatment of prisoners and their occupation. The house of correction was still intended for minor offenders who could be committed by the justice of the peace, and was maintained for the correction of the offenders, largely by work, with certain additional punishment aside from confinement.

From time to time during this early period there are statutes prescribing certain acts to be done by keepers or masters of jails and penal institutions. They sometimes refer to procedure and sometimes to treatment, reflecting the growing humanity of the public, and resulted in more lenient treatment and less harsh rules and regulations.

In 1700 all keepers of the King's prison were obliged to return a list of inmates to the courts having jurisdiction of prisoners. This was for the purpose of making jail delivery by the courts upon the information given. This enactment continues to-day with certain modifications for the same purposes.

In the beginning of the eighteenth century in the Massachusetts Bay Province there were established the common jails and King's prisons, local in their origin and controlled by the executive county officer, the sheriff, established by the various communities. These were the houses of correction established and maintained by the counties by direction of the Legislature and controlled by officials representing the whole body politic. As indicated above, there was little recognition of the rights of a prisoner as a human being, and little over the necessities of existence was provided.

In 1748 there was a distinct advance in the treatment of penal offenders, when a law was passed for segregation of prisoners. This act provided for a place apart in which prisoners for debt

should be confined. The enactment was brief and incomplete as a measure of segregation, but it confined the germ of the principle which is recognized to-day as one of the essentials of the proper treatment of prisoners.

In 1783, in prescribing the duties of the sheriff, the Legislature enumerated among other things his duty of having the custody and charge of the jail or jails within his county and prisoners within such jail or jails. This was about the time of the adoption of the present Constitution, and it merely marks the continuity of the old powers and duties of the sheriffs with regard to penal institutions.

In 1784 certain general provisions were enacted regarding the treatment of inmates. The Court of General Sessions, which still had control of county affairs, was ordered to erect and keep in repair a good and sufficient jail in each town, where a court of law was to be held. Detailed instructions as to the keeping of records were laid down. The provision for separate rooms for the prisoners of debt and general prisoners was reaffirmed. There were also added specifications for the inspection of all prisons in each county by the members of the Court of General Sessions, with a view to preserve the health of the inmates.

In 1787 there was another act for the establishment and maintenance of houses of correction containing the same old purposes. The matter of regulation and control was entirely left to the Court of General Sessions. An important innovation was made in this enactment with relation to the products of prison labor. In the first instance the proceeds were to be used in the maintenance of the prisoner, but a certain portion in some cases was to be allowed to the families of the prisoners. Furthermore, there was provision made for sick and indigent prisoners, so that if their profits would not maintain them comfortably they were to be taken care of by the mas'er or keeper. The idea of remitting a portion of the proceeds of a prisoner's earnings to himself or family marked a distinct advance in prison treatment.

In the beginning of the nineteenth century there had been no new class of penal institutions in the Commonwealth, which had then succeeded to the province. The Legislature had ordained that certain jails be established in 1784 by the Court

of General Sessions, which was a general and not a local body. Some advance had been made in humane treatment. The ideas of both punishment and reformation were clearly distinguished and recognized. The sheriff still had control and custody of the jails, and the Court of General Sessions the houses of correction. It was still, however, the era of severe corporal punishment, of the branding of convicts and archaic sanitation.

In 1817 there was a recognition by enactment of the duty on the part of society for jails to be clean and healthful; and for prisoners to observe the rules of cleanliness. For more than one hundred years these important matters had been left untouched by the Legislature, and entrusted to the discretion of each individual keeper without uniformity or standard. The principle of segregation was further extended, and minors and first offenders in all institutions were to be confined apart from notorious offenders and those convicted of infamous crimes. These enactments in 1817 were not entirely new in principle, but they marked an advance in the application of ideas of humane treatment of penal offenders.

In 1818 certain new regulations for State prison management were passed, including that providing for the division of inmates into three classes, depending upon conduct. The dress of each class was distinctive, and different privileges were given to the different classes. Communication between each class was prevented as far as possible. There were provisions for assistance in procuring employment to well-behaved convicts on discharge, and for marking with coloring matter the inner skin of the upper left forearm of convicts other than first offenders on discharge.

In 1823 there were general enactments of minor character. One requirement specifically made it the duty of keepers of jails to furnish prisoners with food, soap, fuel and other necessities when properly provided, in default of which there were penalties prescribed. At this time was recognized clearly the evil of intoxicating liquors, and it was made a severe offence for one in control of an institution of this sort to allow such to be introduced. The Court of General Sessions was still in charge of the houses of correction, and reports were required to be made to the court by the jail keepers. Also at this time

was recognized the seriousness of the injury by a convict to jail furniture or jail property, which was heavily punished.

In 1825 there was provision for the enlargement of the State Prison. A few years previous, namely, in 1811, the Charlestown prison had been taken as a State Prison, and to this were sent the serious offenders. In the act herein mentioned, there was a provision for the erection of a building of unhammered stone, adapted to the separate confinement of three hundred convicts. There were also other detailed and directory provisions for the conducting of the State Prison.

In 1827 there was passed an act providing for the government and regulation of the State Prison. This was a very comprehensive statute, and gave in detail the method of prison administration. It should be noted that there were appointed three inspectors, selected by the Governor, who had general control of the prison. The duties of the warden, chaplain and physician were then defined, although the offices were not then newly created. While the warden was given custody of the prison and prisoners, there was a general supervision exercised by the three inspectors.

In the State Prison act of 1827 there were rules for the punishment of convicts who disobeyed prison authority. There were rules providing in detail the clothing that should be worn, and with great precision the amount, kind and quantity of food that should be served. It should be noted that the diet prescribed daily consisted of 1 pound of beef, or 12 ounces of No. 1 pork, 10 ounces of rye meal, 10 ounces of Indian meal, three-quarters of 1 gill of molasses, vegetables and seasonings, apparently intended to satisfy the moderate demands of a human being. In this statute were also provisions for proper action on the part of physicians to sick convicts, and the matter of diet was placed under his control. There were restrictions upon the exercise of solitary confinement. One important feature was a section recognizing the rights of a discharged prisoner, providing for a good suit of clothes and \$5 to be given to each.

In 1834 there was a provision that the houses of correction should be maintained and controlled by the county commissioners of each county. They were given the duty of appointing a suitable person to be master or keeper. They were also

ordered to establish rules for the governing and punishing of prisoners confined in the houses. No serious change was made in the purpose of the houses of correction, and they were maintained as previously for the treatment of comparatively minor offenders. It is important to note that the county commissioners were required to select a number not exceeding five who should be discreet and suitable free-holders to see that the rules established for the governing of the prisoners were properly enforced and duly observed. The county commissioners were required under this enactment to inspect all jails and houses of correction. The necessity for cleanliness within the jails was restated and reaffirmed, and the provisions were given in more detail than previously. The necessity for furnishing bedding was reaffirmed. Provisions as to punishing offenders within prisons by solitary confinement were carefully made to fit each individual case, and to prevent unnecessary suffering. In all instances the food in solitary confinement was bread and water. The idea of harsh punishment had not vanished at that time, as in certain instances the use of log and chain was permitted while the prisoners were at labor. All humane regulations, however, as to segregation were reaffirmed.

During the latter part of the nineteenth century the advance in the Commonwealth consisted in the establishment of new institutions as being more beneficial to criminals. The idea of reformation has tended to displace the idea of punishment. More humane treatment of the offender has to some extent been required by enactment. A separate institution for women was established in 1877. A reformatory for the younger convicts was established in 1884. The State Farm for the treatment of offenders of a minor character, principally inebriates, by work in the open air succeeded the workhouse. Various institutions have been established for juvenile offenders. There has been a growing demand for segregation and classification as furnishing better opportunities for reform. Aside from these general provisions for the establishment of new institutions, the new legislation for the control and administration of prisons and prisoners has been surprisingly little.

At the present time in our Commonwealth the jails and houses of correction are practically consolidated except in Bos-

ton, and maintained and supplied by the counties through the county commissioners. The jails are used for housing persons awaiting trial and held as witnesses. The houses of correction are used for the correction of those sentenced for minor crimes and those whose record and conduct do not require more serious punishment. The houses of correction are controlled by the sheriff of each county, who usually acts as keeper, and always selects his assistants. In practice both institutions receive prisoners from the county in which they are located.

The other group of institutions is controlled by the Commissioner of Correction, chosen by the Governor, and consists of the State Prison at Charlestown, the Massachusetts Reformatory, the Reformatory for Women and the State Farm. These institutions draw on the entire Commonwealth and are maintained by the Commonwealth.

CERTAIN PROVISIONS OF THE GENERAL LAWS NOW IN FORCE RELATING TO IMPORTANT PHASES OF PENAL ADMINISTRATION.

COMMISSIONER OF CORRECTION — POWERS AND DUTIES.

The commissioner of correction, in this chapter called the commissioner, shall have the general supervision of the state prison, the Massachusetts reformatory, the prison camp and hospital, the state farm and the reformatory for women, and of jails and houses of correction. He shall make rules for the direction of the officers of such institutions in the performance of their duties, for the government, discipline and instruction of the convicts therein, for the custody and preservation of the property connected therewith, for the supply of food, clothing and bedding in the state prison, Massachusetts reformatory, prison camp and hospital, state farm and reformatory for women, for teaching prisoners who are committed to jail or house of correction for six months or more to read and write, for securing proper exercise for unemployed sentenced prisoners in jails and houses of correction, and for securing medical examination and supervision of prisoners in jails and houses of correction punished by solitary imprisonment. As soon as may be after such rules have been made the commissioner shall submit copies thereof to the governor and council, who may approve, annul or modify them. Jailer, keepers of houses of correction, county commissioners and the penal institutions commissioner of Boston shall make no rules inconsistent with the aforesaid rules. He shall also from time to time cause to be printed in convenient form the rules of the board of parole and the statutes relating to the duties and powers of said board, and shall annually during the month

of January cause to be mailed one copy thereof to each justice of the superior and district courts, each trial justice, each sheriff and to each master, keeper, warden or superintendent of the penal institutions in the commonwealth, and to the commission on probation two hundred copies thereof. (Chapter 124, section 1.)

The commissioner shall keep informed as to the management and condition of all institutions under his supervision or control. He may expend annually in the performance of his duties and for necessary clerical assistance such sum as may be appropriated therefor by the general court. He or one of his deputies shall make frequent visits to such institutions, and investigate the management, condition and discipline of the institutions and the treatment of the inmates, and the books of the said institution shall be open for his examination. The commissioner or any representative designated by him may attend any meeting of the parole board. (Chapter 124, section 2.)

The commissioner shall, at least once in six months, report in writing to the governor the condition of the state prison, Massachusetts reformatory, prison camp and hospital, state farm and the reformatory for women, and shall so report to the governor when, in his judgment, the conditions of administration, financial management or discipline in any of said institutions require executive action. (Chapter 124, section 5.)

HEALTH OF PENAL INMATES.

District health officers shall annually make such examination of police station houses, lockups, houses of detention, and except in the county of Suffolk, jails, houses of correction, prisons and reformatories as in the opinion of the department may be necessary to ascertain their sanitary condition. (Chapter 111, section 20.)

The department shall make rules for police station houses, lockups, houses of detention, jails, houses of correction, prisons and reformatories, regarding the care and use of bedding, and the ventilation of the buildings. A copy of such rules as are applicable to station houses, houses of detention or lockups shall be sent by the said department to the mayor of every city and to the selectmen of every town to which the rules apply; and a copy of such rules as are applicable to jails, houses of correction, prisons or reformatories shall be sent by the department to the proper authorities. Said officials shall enforce said rules. (Chapter 111, section 21.)

The physician of the reformatory for women shall devote her entire time to the service of the reformatory. (Chapter 125, section 36.)

If disease breaks out in a jail or other county prison, which, in the opinion of the inspectors of the prison, may endanger the lives or health of the prisoners to such a degree as to render their removal necessary, the inspectors may designate in writing a suitable place within the same county, or any prison in a contiguous county, as a place of confinement

for such prisoners. Such designation, having been filed with the clerk of the superior court, shall be a sufficient authority for the sheriff, jailer, master or keeper to remove all prisoners in his custody to the place designated, and there to confine them until they can safely be returned to the place whence they were removed. Any place to which the prisoners are so removed shall during their imprisonment therein be deemed a prison of the county where they were originally confined, but they shall be under the care, government and direction of the officers of the county where they are confined. (Chapter 126, section 26.)

The keeper of each jail and the master of each house of correction shall, at the county's expense, cause it to be constantly kept in as cleanly and healthful a condition as may be. No permanent vault shall be used in any apartment. Every room occupied by a prisoner shall be furnished with a suitable bucket, with a cover made to shut tight, for the necessary accommodation of such prisoner, and such bucket, when used, shall be emptied daily and shall be constantly kept in good order. (Chapter 120, section 25.)

An inmate of a public charitable institution or a prisoner in a penal institution who is afflicted with syphilis, gonorrhœa or pulmonary tuberculosis shall be forthwith placed under medical treatment, and if, in the opinion of the attending physician, it is necessary, he shall be isolated until danger of contagion has passed or the physician determines his isolation unnecessary. If at the expiration of his sentence he is afflicted with syphilis, gonorrhœa or pulmonary tuberculosis in its contagious or infectious symptoms, or if, in the opinion of the attending physician of the institution or of such physician as the authorities thereof may consult, his discharge would be dangerous to public health, he shall be placed under medical treatment and cared for as above provided in the institution where he has been confined until, in the opinion of the attending physician, the said symptoms have disappeared and his discharge will not endanger the public health. The expense of his support, not exceeding three dollars and fifty cents a week, shall be paid by the town where he has a settlement, after notice of the expiration of his sentence and of his condition to the overseers of the poor thereof, or, if he is a state pauper, to the department of public welfare. (Chapter 111, section 121.)

The commissioner may institute a system of physical training, including military drill and organized athletic sports in any penal institution in the commonwealth, to be under the direction of the director of physical training of the department. He may prescribe the powers and duties of the director and may adopt rules and regulations to carry out this section. (Chapter 127, section 19.)

The physician shall devote his entire time to the service of the Massachusetts reformatory. (Chapter 125, section 28.)

The state prison physician shall have the direction of the subsistence and diet of the convicts in the hospital; but his order for all articles of comfort and indulgence not included in their regular hospital rations

shall be in writing and for a term of not more than one week. (Chapter 125, section 19.)

The state prison physician shall visit the hospital of the prison at least once a day and as much oftener as necessary, shall prescribe for sick convicts, and attend to the regimen, clothing and cleanliness of convicts in the hospital. He shall keep a regular journal of all admissions to the hospital, the time of admission, the nature of the disease, his prescriptions, the treatment of each patient and the time of his discharge from the hospital or of death. The journal shall also contain entries of all orders given for supplies for the hospital department, specifying the articles ordered, and it shall remain at the prison. All such orders shall be in writing, and the warden shall provide the supplies so ordered. (Chapter 125, section 17.)

If a convict complains of illness requiring medical aid, notice thereof shall be given to the state prison physician, who shall visit the convict, and if in his opinion the illness requires the convict's removal to the hospital, the warden may order such removal, and the convict shall remain in the hospital until the physician determines that he may leave it without injury to his health. (Chapter 125, section 18.)

He, the state prison physician, shall attend upon all insane convicts, and if in his opinion they can be removed to the prison hospital without detriment or danger to the other patients or inmates of the prison, he shall order them so removed, and shall see that they have sufficient daily exercise outside their cells or places of confinement. (Chapter 125, section 20.)

TREATMENT OF PRISONERS.

The warden and officers of the state prison shall treat the prisoners with kindness so long as they merit such treatment by their obedience, industry and good conduct. (Chapter 127, section 32.)

Every inmate of a penal or reformatory institution shall be allowed to write letters to the principal officer or to any supervising officer thereof. A locked letter box, accessible to the inmates, shall be placed in each institution, in which they may deposit such letters, and such letters shall be duly delivered according to the address thereon. The keys of the boxes in the state prison, Massachusetts reformatory, reformatory for women, prison camp and hospital and state farm shall be kept by the commissioner, and of those in each of the other institutions by the principal officer thereof. (Chapter 127, section 87.)

Officers having custody and charge of prisoners in the several prisons and other places of confinement shall see to it that every cell therein which may be used as a place of solitary imprisonment is properly ventilated and furnished with a form of boards, not less than six and one half feet long, eighteen inches wide and four inches high from the floor, and with a sufficient amount of bedding to protect the health of the inmate from injury. The commissioner shall ascertain whether the requirements of this section are observed. (Chapter 127, section 47.)

All penal and reformatory institutions shall be suitably and sufficiently ventilated. Food, clothes, beds and bedding therein shall be of good quality and of sufficient quantity for the sustenance and comfort of the prisoners, and the bedding shall include mattresses, blankets and pillows. The warden of the state prison, the superintendents of the Massachusetts reformatory, the reformatory for women, the prison camp and hospital and the state farm, respectively, and the keepers and masters of jails and houses of correction shall see that strict attention is constantly given to the personal cleanliness of all prisoners in their custody. They shall, at least once a week, cause the shirt of each prisoner to be washed, each male prisoner to be shaved, and each prisoner to have a bath of cold or tepid water applied to the whole surface of the body if such bath would not, by reason of illness, be hurtful or dangerous. Each prisoner shall be provided daily with as much clean water as he needs for drink or for the purpose of personal cleanliness, and with a clean towel once a week. Clothes shall not be washed or hung out wet in any room which shall be occupied by a prisoner during the night. All prisoners who are not in solitary confinement shall be served three times each day with a sufficient quantity of wholesome food, well cooked and in good order. (Chapter 127, section 35.)

PUNISHMENT AND DISCIPLINE.

The warden shall cause all necessary means to be used to maintain order in the state prison, enforce obedience, suppress insurrection and prevent escapes, and for that purpose he may at all times require the aid and utmost exertions of all the officers of the prison except the chaplain and the physician. (Chapter 127, section 33.)

Punishment by the use of the gag shall not be allowed in any penal, reformatory or charitable institution. An officer of any such institution who uses a gag as a punishment shall be punished by a fine of not more than fifty dollars. (Chapter 127, section 38.)

A prisoner in the state prison sentenced to solitary imprisonment or subject thereto for a violation of the rules and regulations of the prison shall be confined in a solitary cell and be fed with bread and water only, unless the physician of the prison certifies to the warden that his health requires other diet. (Chapter 127, section 41.)

No communication shall be allowed between prisoners in the state prison and any person without the prison. The prisoners shall be confined in separate cells in the night time, and all intercourse between them in the daytime shall, so far as practicable, be prevented; but the warden may, at such times and under such circumstances as he considers expedient, with the consent of the commissioner, allow them to assemble in the yard for recreation and exercise. (Chapter 127, section 34.)

SEGREGATION OF PRISONERS.

Male and female prisoners shall not be put or kept in the same room in a jail or house of correction; nor, unless the crowded state of the institution so requires, shall any two prisoners, other than debtors, be allowed to occupy the same room, except for work. Persons committed for debt shall be kept separate from convicts and from persons who are confined upon a charge of an infamous crime. Conversation between prisoners in different apartments shall be prevented. Minors shall be kept separate from notorious offenders and from persons convicted of an infamous crime. Persons committed on charge of crime shall not be confined with convicts, and prisoners charged with or convicted of a crime not infamous shall not be confined with those charged with or convicted of an infamous crime, except while at labor or assembled for moral or religious instruction, at which time no communication shall be allowed between prisoners of different classes. (Chapter 127, section 22.)

The commissioner may, with the approval of the governor and council, provide for grading and classifying the prisoners in the state prison, the Massachusetts reformatory, and the reformatory for women, and may establish rules for dealing with the prisoners in the state prison according to their conduct and industry and with the prisoners in the Massachusetts reformatory and the reformatory for women according to their conduct, industry in labor and diligence in study. (Chapter 127, section 20.)

INSPECTION OF JAILS AND HOUSES OF CORRECTION.

The county commissioners shall be inspectors of the prisons in their counties. They shall twice in each year, at intervals of not exceeding eight months, themselves or by a committee of two of their members, visit all the prisons in their county, and fully examine into everything relative to the government, discipline and police thereof; and as soon as may be after each inspection, the committee shall make and subscribe a detailed report to the commissioners of the condition of each prison as to health, cleanliness and discipline at the time of inspection, the number of prisoners confined there within the preceding six months or since the last inspection, the cause of confinement, the number of prisoners usually confined in one room, the distinction, if any, usually observed in the treatment of different classes of prisoners, the punishment inflicted, any evils or defects in the construction, discipline or management of such prisons, the names of prisoners who have been discharged or pardoned or who have died or escaped, and any violation or neglect of law relative to such prisoners, with the causes, if known, of the violation or neglect. (Chapter 127, section 1.)

REMOVAL AND TRANSFER.

A sentence to a house of correction shall be executed in any house of correction in the county. (Chapter 126, section 10.)

The commissioner may remove to the prison camp and hospital any male prisoner in the state prison, the Massachusetts reformatory, the state farm, or in any jail or house of correction appearing by the certificates of the prison physician to be suffering from any disease of a tubercular nature. He may at any time return to the original place of imprisonment any prisoner so removed. A prisoner shall be held in the place to which he is so removed or returned according to the terms of his original sentence. (Chapter 127, section 79.)

The commissioner may remove a prisoner held in the state prison upon a sentence for a term of years to the Massachusetts reformatory, and may at any time return him to the state prison. (Chapter 127, section 97.)

The sheriff in any county, except Suffolk, may remove prisoners from one jail to another or from a jail to a house of correction or from a house of correction to a jail in his own county. (Chapter 127, section 115.)

The commissioner may remove from one jail or house of correction to another, or to the Massachusetts reformatory, or to the reformatory for women, a prisoner sentenced to such jail or house of correction by any court of the United States. (Chapter 127, section 113.)

RELIGION.

An inmate of any prison or other place of confinement or public charitable or reformatory institution shall not be denied the free exercise of his religious belief and the liberty of worshipping God according to the dictates of his conscience in the place where he is confined; and he shall not be required to attend any service or religious instruction other than that of his own religious belief, if religious services and instructions of his own belief are regularly held at the institution; and he may, in illness, upon request to the warden, superintendent, keeper or master, receive the visits of any clergyman whom he may wish. The officers having the management and direction of such institutions shall make necessary regulations to carry out the intent of this section. This section shall not be so construed as to impair the discipline of any such institution so far as may be needful for the good government and safe custody of its inmates, nor prevent the assembling of all the inmates, who do not attend a regularly held religious service of their own belief, in the chapel thereof for such general religious instruction, including the reading of the Bible, as the officer having charge of the institution considers expedient. (Chapter 127, section 88.)

The warden of the state prison, with the consent of the commissioner, may cause a Sabbath school to be maintained in the prison for the instruction of the prisoners in their religious duties, and may permit such

persons as he considers suitable to attend it as instructors, under such regulations as the commissioner may establish. The warden may also, subject to the restrictions and regulations of the commissioner, maintain schools of instruction for the prisoners at such times, except on Sunday, as he, with the approval of the commissioner, may determine, and for such purpose may expend, from the appropriation made for the support of the prison, not more than two thousand dollars annually. (Chapter 127, section 89.)

The keeper or master of a jail or house of correction shall, at the expense of the county, provide a copy of the Bible or of the New Testament for each prisoner under his charge who is able and wishes to read, which may be used by him at proper seasons during his confinement. He may, at the expense of the county, provide books and papers for such prisoners, but not exceeding in cost one hundred dollars a year. The county commissioners may, in their discretion and at the expense of the county, provide moral and religious instruction for such prisoners. (Chapter 127, section 93.)

DISCHARGED PRISONERS.

The male agents employed to aid discharged male prisoners shall endeavor to secure employment for prisoners who have been permanently discharged or released on permit from the state prison, the Massachusetts reformatory, the state farm or the prison camp and hospital, provide said prisoners with needed assistance and perform such other duties relative to discharged or released prisoners as the commissioner requires. They shall also obtain information for the commissioner relative to prisoners committed to institutions under his supervision, especially as to the details of their offences and their previous character and history. They may for that purpose require of the police authorities any facts in their possession relative to such prisoners if the communication thereof will not, in the opinion of said authorities, be detrimental to the public interest. (Chapter 127, section 158.)

The commissioner may expend not more than eleven thousand dollars annually for the assistance of prisoners released from the state prison, the Massachusetts reformatory, the reformatory for women, the state farm, the prison camp and hospital, or from any institution to which they were removed therefrom. (Chapter 127, section 160.)

The warden of the state prison may pay from the treasury of the prison not more than five dollars to any prisoner leaving the prison, who, in the opinion of the warden, by his good conduct deserves it, or he may, in his discretion, pay it to the agents appointed under section one hundred and fifty-eight, who shall expend for the benefit of such prisoners what they thus receive, and shall account therefor to the commissioner. A prisoner who leaves the state prison shall be provided with decent clothing. (Chapter 127, section 162.)

The county commissioners may provide a prisoner released from prison with such amount of money as in their opinion can be wisely used to en-

courage his reformation, or they may pay it to a suitable person designated by them to be used for such prisoner. (Chapter 127, section 104.)

The master or keeper of a jail or house of correction may, with the approval of the county commissioners, expend such amount, not exceeding ten dollars, in aiding a prisoner discharged from his custody as in his opinion will assist such prisoner in his endeavor to reform. He may in his discretion pay it to the prisoner, or to some person selected by the master or keeper, to be expended by him in behalf of the prisoner or for providing the prisoner with board, clothing, transportation or tools. The amount so paid by the master or keeper shall be allowed and paid by the county like other prison expenses. (Chapter 127, section 165.)

WORK OF THE COMMITTEE.

Immediately after the organization of the Committee several executive sessions were held at which officials of State departments were interviewed, information gathered as to former investigations, and plans laid for the work ahead.

It was soon realized by the Committee that while the Legislature was in session the members would not be able to devote to the investigation the time which an undertaking of this importance demanded. Attendance at the daily sessions in their respective branches, as well as the regular committee work, required the almost constant attention of the members, especially those connected with two or more important legislative committees. The Committee was therefore obliged to confine its public hearings and its tours of inspection of institutions to the interim between the adjournment of the Legislature on Fridays until the reopening of the sessions on Mondays.

Regardless of the adverse conditions which confronted the Committee, public hearings were held at Boston, Worcester and Springfield, and the Committee managed to go as far as Pittsfield in its inspection of institutions. After the Legislature was prorogued, the Committee held public hearings wherever and whenever the occasion demanded, and visited the institutions which were inaccessible during the busy days of the legislative session.

That a comprehensive understanding of county institutions might be gained, and comparisons made with State institutions of a similar kind, it was determined that the following groups of institutions should be inspected: first, the State

penal institutions and the county jails; second, the State and county tubercular sanatoria and infirmaries; third, the State and county training schools for juvenile offenders; fourth, the State Agricultural College and the county agricultural schools. As a result of its visits to the institutions, the Committee makes several recommendations as to the future policy of the State toward these institutions, in the hope that Massachusetts may continue her leadership among the States in the care of her unfortunate dependents.

The Committee during its existence visited 34 county and 19 State institutions in addition to holding 9 public hearings and 36 meetings.

From the very beginning the Committee adopted the policy of "visiting the institutions unannounced." This was because the members wanted to inspect under conditions as they ordinarily existed. The Committee was fortunate in having among its members several who had previously visited practically all the institutions while serving upon regular legislative committees.

Every institution was thoroughly inspected. The heating, lighting, ventilating, sanitary arrangements, egresses in case of fire and the physical condition generally of every division or unit of each institution were carefully examined. The quarters for officials and subordinates, the farm buildings, storehouses and other buildings were also inspected.

At every institution visited the committeemen in the absence or presence of officials, whichever was advisable, interviewed inmates under the jurisdiction of those in charge, and diligently inquired about the relations existing between the official staff and subordinates on one side, and those under their care on the other. This was particularly so in the institutions for the care of the sick. Particular attention was paid to the food and service. Food was sampled and menus for a definite period studied and compared with those in corresponding institutions. At most of the institutions, especially those utilized for the care of the sick, the food was all that could be expected. At a few, however, there was occasion for criticism, and the Committee did not hesitate to express opinions and suggest remedies.

The Committee, however, centered its attention upon the problem of State control of county jails. This problem is by no means a new one, but has been under constant discussion during the last half century. Many Legislatures have considered it and three Governors have recommended it, namely, Governors Wolcott, Foss and Cox.

In 1870 the following plank was adopted by the American Prison Association at its meeting in Cincinnati:—

As a principle that crowns all, and is essential to all, it is our conviction that no prison system can be perfect, or even successful to the most desirable degree, without some central authority to sit at the helm, guiding, controlling, simplifying and vitalizing the whole.

We ardently hope yet to see all of the departments of our preventive, reformatory and penal institutions in each county moulded into one harmonious and effective system, its parts mutually answering to and supporting each other; and the whole animated by the same spirit, aiming at the same subjects, and subject to the same control, yet without loss of the advantages of voluntary aid and effort wherever they are attainable.

To devise a method of unifying, guiding and controlling the development of all our penal institutions in the interest of both economy and of a more intelligent and accurate conception of crime, its causes and treatment, has been the chief problem of your Committee.

That the need of this may be manifest some of the conditions which were found to exist and which the Committee believe can be rectified under the directions of a controlling authority will be commended upon.

EMPLOYMENT OF PRISONERS.

The most flagrant evil of the county houses of correction is the lack of wholesome and steady employment for the inmates. In most of the houses of correction the only employment of the prisoners is in keeping the institution clean, and in work about the grounds and kitchen. In the smaller houses of correction, where the discipline is less strict, many idle hours are spent each day loafing about the prison corridors. Here the young fellow in jail for the first time, who is supposed to be under-

going a process of moral regeneration, after he has done his part of the cleaning each day, while away his time in card games, or in conversation with the drunkard, the drug addict, the vagrant, the professional thief and those afflicted with venereal diseases. Enforced idleness is the greatest hindrance to reform, for the impulses which all human beings have must find some outlet or method of expression. Hence, prison life, as we find it in our county institutions, multiplies bad habits and accentuates weakness and viciousness.

CLASSIFICATION AND SEGREGATION.

Passing through the county jails and houses of correction there are annually a procession of about 10,000, few of whom have deliberately chosen the evil rather than the good, but most of whom are victims of heredity or environment, but none the less a menace to society, requiring both restraint and correction. These both demand and deserve individual treatment according to the nature developed in them. From many inquiries made we are led to believe that a substantial percentage of the inmates of our houses of correction are feeble-minded or abnormal, and are about the same kind of people as we are now caring for in our institutions for the feeble-minded and insane. This condition also applies to the inmates of our State penal institutions. This percentage may seem large, but it must be kept in mind that probation has greatly reduced the prison population, and that rarely is there a sentence imposed for the first conviction of a petty offence. Hence the prison population of to-day is decidedly inferior, both mentally and physically, to that of a generation ago. Those having venereal diseases mingle with the other prisoners, and if their sentence is for a short term, of necessity must leave the institution with the disease in the communicable stage. This problem is given much more attention in our State institutions than it is possible to give it in county institutions. Many of the prisoners are recidivists, habitual offenders, who have spent many years within prison walls, while many others are serving their first and probably only sentence. From notes made by the Committee it was found that the most frequent

offences were those of vagrancy, drunkenness, petty larceny and disturbing the peace, while thirty other offences were listed.

It was not possible for the Committee to assemble data regarding age, sex, race, mental and physical conditions, and previous prison records, but it was noticeable that the larger number were between the ages of twenty-one and thirty, and that there was a decided preponderance of single persons; also that there is a much larger proportion of male than of female misdemeanants, probably due to the leniency of both the police and the court toward women. The average is about 1 woman to 8 men.

Another class to whom little consideration has been given, numbering about one-quarter of the inmates of our county jails, are those still innocent, awaiting trial, both men and women, who of necessity, under present conditions, must be treated like those convicted and serving sentence.

While the Committee realizes that it will be physically impossible to classify and group all these various classes, yet a beginning should be made. Under a unified control there could be segregated classes in various institutions according to age, mental capacity, physical condition and criminal experience.

LACK OF SECULAR AND RELIGIOUS INSTRUCTION.

On account of the small population and the cost it is not possible for the county institution to attempt to provide the inmates with adequate educational facilities. Not only that, but the idea is universal among county officials that the house of correction is for the purpose of punishment, and that there is no obligation resting upon them to attempt to teach a trade, or to afford an opportunity to secure an education sufficient to enable an inmate, when released, to secure an occupation. As pointed out by a previous committee the county jail is the unchanged survivor of the time in the treatment of law breakers when punishment was the sole object of confinement. Under the conditions existing in our county jails, six months to two and one-half years spent there as a punishment can only have a degrading influence in the life of the misdemeanant, and he is restored to society without any help along constructive

lines having been extended to him. In most instances circumstances over which he has had no control have deprived him of the chance to secure an education or learn a trade, yet the State, when it has him within its power, neglects this opportunity to assist him. There is no sound reason why a young man bad enough to be sent to the Concord Reformatory should be provided there with the facilities of securing a fair education and taught a good trade, when, if by chance he is sent to a county jail, he is denied both of these advantages. What we need in these institutions to-day are some agencies for reformation. We have abandoned to a considerable extent the iron discipline and cruelty of the old prison because they were absolutely negative in their purpose and effect, and have replaced them with a discipline in which there is some human sympathy and understanding, but we must do more than this. We must provide the inmates with the chance to return to society better equipped both mentally and physically to succeed in the ordinary walks of life.

Religious instruction has no part in the routine of a county jail. If the county has provided a small salary, then an occasional service or mass is held, otherwise the minister and priest are not in evidence.

Food.

The Committee found as many different ideas of diet and service as there were institutions in the State. There is no one thing that can make a group of men so dissatisfied and unresponsive as poor food badly served. In most of the institutions the menus mean nothing, being kept chiefly for reports, visitors, committees and irritation of inmates. In the State institutions the inmates who are obliged to work are provided with a reasonable amount of decent food, but for the others there is no variety and hence much waste. In county jails with few exceptions the food served is wretched. There is little variety and much consequent waste.

The above are a few of the defects in our present system as seen by the Committee, which could easily be remedied under a unified control. The following are some of the advantages

now existing in State penal institutions which, in the opinion of the Committee, could with very little expense be extended to the inmates of county houses of correction:—

PRODUCTIVE INDUSTRIES.

One of the prime factors in reformation is to teach a man a trade which can be practiced outside. The industries in our State institutions represent a very large investment and are up-to-date in equipment, and aim to reproduce in the institution the same kind of industry as exists outside.

EDUCATIONAL FACILITIES.

An elementary school and graded classes at the State Prison, in addition to shop work, and an organized school taking up to about the eighth grade in the Massachusetts Reformatory, in addition to day work.

PHYSICAL EXERCISE.

Outdoor and indoor exercise requires the expenditure of money for guards and instructors which can be done with large numbers and is not done in the smaller institutions.

PSYCHIATRIC EXAMINATIONS.

Before being in a position to deal with an inmate according to his individual needs we must know his mental capacity and characterial possibilities. This can be done only with a first-class psychiatrist. This is now carried on in the State institutions.

FULL-TIME CHAPLAIN.

In our State institutions the chaplain is on duty from day to day, not only preaching on Sunday, but constantly in attendance at the institution. Such a policy cannot be afforded by the county institutions.

HOME DEPARTMENT.

The Department of Correction maintains a department for the relief of prisoner's families, which attempts to connect the

many problems arising from the sudden incarceration of the breadwinner with the proper relief agencies. This department attended to 223 cases during the last year.

PREPARATION OF CASE HISTORIES.

Previous to action by the Parole Board or by this department in the case of any inmate, a complete history of each inmate, including family, school and industrial history, mental and physical characteristics, etc., is prepared, with a view to furnishing an intelligent basis for all action, either by the department or by the Board of Parole or by the institution. This, under the county system of parole, is not and cannot be thoroughly done.

AFTER-CARE OF PAROLED PRISONERS.

Parole without after-care is worse than useless. No after-care exists in county institutions. Five male and two female agents give their entire time to the supervision of men and women on parole from State institutions, receiving reports, visiting them, and attempting to adjust them in the community, to prevent a return to prison.

The Commission of Probation in 1917 in its report stated, among other things —

Applying the general, and what we believe to be the correct, conception of the purpose of parole to the existing situation as to the county institutions in Massachusetts, we find need of improvement. There is no approach to uniformity in the practice in the various counties. While the laws as to county parole have been left unchanged, or have been altered inconsistently with any general policy, those as to state parole have advanced to a definite responsible system. Not the slightest provision is made by law for the supervision of prisoners paroled from the county institutions.

AID TO DISCHARGED PRISONERS.

Approximately \$10,000 a year is expended through this department for this purpose. This aid is given only after careful investigation, and a complete record thereof is kept in the department. The only provision of law authorizing aid to discharged county prisoners is the section authorizing the sheriff to give \$5 to each discharged man. This is very little availed of.

HEALTH AND RECONSTRUCTION WORK IN THE INSTITUTIONS.

The venereal disease problem is given a prominent part in the work in our State institutions. No person is discharged if in a contagious condition. Every person needing treatment is required to take such treatment as a term of his parole. Attempt is also made to reach the home problem presented by the inmate with venereal disease, in co-operation with the State Department of Health.

Actual health reconstruction work is continually practiced, such as the purchase of artificial limbs, removal of growths and general physical rehabilitation.

Lack of uniformity in the county institutions seemed to be apparent to the Committee upon visiting the various institutions. To the members it was evident that each county operated its machinery independently of every other county in the Commonwealth, without making any effort to determine whether any improvements were possible. The commissioners and sheriff in each county, as far as the Committee could ascertain, managed the jail and house of correction according to their own ideas. Similar conditions characterize the management of practically all other county institutions, including the tubercular sanatoria, the training and the agricultural schools.

Very few of the county institutions, with the possible exception of the tubercular sanatoria, are managed by officials qualified through education, training and experience for the task assigned them. Friendship rather than qualification figures prominently in the appointment of officials and subordinates in many of the county institutions. One glaring example of this nature exists in a county training school, where the superintendent's only institutional training was acquired through a few years' employment as keeper of a country almshouse. Why he was ever selected to educate and return to society each year many wayward youths sent to his school by the courts is something which has never been quite clear to the Committee. In justice to the present county commissioners in that part of the State it must be said that the superintendent's appointment antedated the present Board of Commissioners.

Almost everywhere in institutions conducted by the counties the dominating influence of the county commissioners was very apparent to the members of the Committee. In many instances this seemed to be a great detriment, especially for those institutions being conducted for the education and training of boys or girls, or both. None of the county commissioners, as far as the Committee could discern, rank as educational experts, yet, directly or indirectly, they are responsible for the entire teaching staff in every training and agricultural school under county management.

The point has been made that the State Department has refused to co-operate with the county officials. Our investigation of this situation convinces us that nothing could be farther from the truth. The Commissioner of Correction has exhibited to us a great deal of correspondence, which evinces every disposition on his part to co-operate in improving the character of the county institutions.

We understand that all the county prison officers have been invited to attend, free of expense, the lecture course furnished at the expense of the State Department. Very few of the county officers have availed themselves of this invitation.

It has been the custom of the department, after making its semi-annual inspection of a county institution, to write a letter to the sheriff, and in some instances to the county commissioners, calling attention to such things as seem to need remedying. We have been shown five such letters to various county officials which have not even been acknowledged, and in most cases the evils to which the attention of the county officials was called have not been remedied.

Although the statute provides that the Commissioner of Correction shall make rules for the governing of county institutions all sheriffs and masters were invited to the State House to discuss the proposed new rules, and were later sent copies of the rules and their opinion asked as to the same.

It has been the common practice of the Department of Correction to accede to the requests of those in charge of county houses of correction to make transfers for the convenience of their institutions.

The Commissioner of Correction has sought the co-operation

of the Department of Education in vocational training and in an attempt to establish productive industries in the county institutions. He has had three interviews with the sheriff of Hampden County and two with the county commissioners of Worcester County, in an attempt to substitute, for the present unproductive and uninstrusive industries, some form of productive industry that will combine the elements of vocational training. These attempts at co-operation have not been acquiesced in by the county officials.

In several instances specific suggestions have been made for the improvement of the physical plant of the county institution by the Commissioner of Correction and his deputies, and in some cases these suggestions have been adopted.

It had heretofore been the custom to transfer inmates from the houses of correction to State institutions without consulting the wishes of those in charge. The present administration has adopted the policy of notifying the district attorney and the probation officer of each case suggested for transfer, and of consulting the sheriff in charge of the institution, before such transfers are made. This attempt at co-operation has as a matter of fact curtailed the statutory power of the Commissioner of Correction in making transfers, but has been carried out in an effort to meet the county officials in a co-operative spirit.

It is still the practice of this department, as in the past, to remove from county institutions tuberculous prisoners, insane convicts, those needing treatment for venereal disease, and, in many instances, those who have proved a disciplinary problem for the county officer, and provide for their care and treatment at State expense.

We are frankly of opinion that if the charge of lack of co-operation is to be made against one side or the other in this controversy, it might with more justice be laid against the county organizations than against the State Department of Correction.

At the first public meeting which was held at Worcester it was found that the counties had pooled their interests and had hired a lawyer, George Fred Williams, Esq., to represent them. Mr. Williams stated that he represented twelve of the four-

teen counties. The principal issue raised at the hearing was the question of State control of penal institutions, and no person appeared in favor.

The opposition was almost exclusively from county officials and those representing them. Among those present addressing the committee were Ernest H. Vaughan, president of Worcester Bar Association, District Attorney Edward T. Estey, Ex-Mayor Rufus P. Dodge, Sheriff A. F. Richardson, City Solicitor John W. Mowbrey of Worcester, representing mayor and city government, Ex-Mayor James Logan of Worcester, Charles T. Flynn, city solicitor of Fitchburg, and Probation Officer James J. Early.

The substance of the opposition appeared to be a strong resentment against further encroachment on the part of the State to take from the counties any of the control which they now exercise over their local institution, arguing, in the light of the recent examples of Federal inefficiency and central control, that the counties had demonstrated their ability to properly maintain self-government.

The next public hearing was held in the Springfield city hall on Saturday, February 12, 1921. The attendance at this hearing was large and showed the widespread interest on the part of public officials in the four western counties. A brilliant array of legal talent appeared in opposition to State control. Besides Attorney George Fred Williams, who appeared as counsel for the counties, there were Attorney Henry W. Ely, counsel for the Hampden county commissioners, Wm. G. McKechnie, Esq., for Hampden county officers, District Attorney Charles H. Wright of Pittsfield, District Attorney Thomas J. Hammond, Frederick L. Greene, Esq., town solicitor for Greenfield, Sheriff E. P. Clark, and several of the county commissioners from the four counties.

This hearing was opened by Commissioner of Correction Sanford Bates, who pointed out that the argument for State control is divided into two main divisions: first, financial; second, the welfare of the prisoners.

He submitted tables to the Committee which showed that the gross expenses for maintaining county institutions for the year ending September 30, 1920, were \$967,831.91; that the net

per capita cost of maintaining each individual in the county prisons is \$819.57; and that the net per capita of each individual in the State penal institutions is \$396.98, and possibly the high county cost was due to the small population of the county jails at the present time.

In addition to the high cost of these institutions it appeared from this table that only 147 inmates of county institutions, out of a total population of 1,088, were engaged in industries.

All in all, it is safe to say that the present system of diversified control of our county institutions has cost the State in all a total of between four and five hundred thousand dollars yearly, — more than it would cost under a centrally controlled system.

Under the second heading of "Welfare of Prisoners" he laid great emphasis upon the need of employment of the inmates of county institutions according to more up-to-date and approved penalogical methods, as there would be a great advantage in the opportunity to classify offenders according to their needs, which would be the case if there was established an institution for first offenders, another for the mentally subnormal or feeble-minded, etc., and still another for use as an industrial institution primarily, where the teaching of trades would be the great object. One advantage of consolidation would be the establishment of industries in which substantial numbers of men could be taught to labor at very little additional expense.

The principal argument of the opposition was made by William G. McKechnie, Esq., attorney for county officials. He contended that the figures submitted by the Department of Correction relating to per capita cost of supporting prisoners were incorrect and misleading, and that it was impossible to arrive at a just and equitable comparison of costs between the two systems in the manner they have employed; that, as a result of a study made of eleven county jails for the year ending September 30, 1920, it was found that they cared for a daily average of 230 prisoners who could not be made productive under any system, whether State or county, and the cost to these prisons for supporting these non-productive prisoners was \$187,911.82, or an aggregate of 30 per cent of the cost of supporting all of the prisoners in these institutions.

He laid particular emphasis upon the fact that under a centralized system of government with which the people are not in intimate contact the demands of the departments for increased appropriations become almost unlimited; that all things being equal, the county can do this work as cheaply as the State.

In answer to the second argument, that State control would result in greater possibilities of classification and more healthful and scientific treatment, he argued that the State has had the power for many years but has failed to use it; that the State had failed to classify prisoners in its own prisons, a noted example of which is the Massachusetts Reformatory.

I earnestly recommend, therefore, that this Committee study the power of the Commissioner of Correction as already given by the statutes of the Commonwealth, and investigate to the fullest extent why these powers have not been put in fullest operation, and why evil should be allowed to accumulate and charged to the county institutions, which could have been eradicated by the Commissioner of Correction.

Public hearings were held at the State House in Boston on February 25, March 11, 18, 25 and 29, 1921. The hearings were held in the auditorium, which were well attended on all occasions, and several of the meetings were held into the evening.

Here for the first time there appeared in substantial numbers those who favored the taking by the State of the county penal institutions. Among those present addressing the Committee in favor were representatives from the Massachusetts Civic League, Massachusetts Prison Association, Massachusetts Federation of Women's Clubs, Massachusetts League of Women's Clubs, Massachusetts Federation of Churches, Greater Boston Federation of Churches, Boston League of Women Voters and numerous other organizations.

Through letter the American Prison Congress went on record in favor of centralized control, as did John Koren, United States member of the International Commission on Corrections. The mayor of Boston favored State control, being represented by the city's law department, the finance commission and the penal institutions commissioner.

The opposition was also well represented and included many county and town officials, as well as representatives from several of the bar associations of the State. George Fred Williams,

Esq., counsel for the counties, conducted their side of the hearing, and made the closing argument. Mr. Williams' address was a carefully prepared, exhaustive and able presentation of the case against State control. It has been published in pamphlet form and given a wide distribution.

As previously pointed out, the subject-matter of the Committee's study was not new, but rather was one over which there has been more controversy than any other which has ever been before the Legislature. The growth of the probation system, the more general use of the power to parole, and prohibition having decimated the populations of both our county and state penal institutions has merely accentuated the controversy and made it imperative that some action in the interest of the taxpayer as well as the misdemeanant be taken.

Great Britain solved this problem in 1877. Three acts were passed for the three kingdoms. Every local prison — *i.e.*, jail for the confinement of persons not sentenced to penal servitude — was transferred from the control of local visiting magistrates to a central administrative authority. The expenses are paid out of central funds. A good many jails have been found superfluous and have been closed. In thirty-five years the number of such prisons in England was reduced from 113 to 56, and their population fell from 21,000 to 15,000.

No American State, so far as we have been able to learn, has complete State control of county jails, but numbers have provided for State supervision. There have been established better ways of handling misdemeanants than the county-jail system now operating in our Commonwealth. The present officials of our county institutions are competent to make many changes for the better if their efforts can be guided and directed by some central authority. Hence the Committee, after many months' investigation and careful study, recommends that there be established in the Department of Correction a Commission of Correction which shall have general supervision of the State and county penal institutions. Upon the organization of the proposed commission the Commonwealth shall assume the cost of maintenance of said institutions, and the Commission shall be further empowered with authority to remove, close, discontinue or reopen any institution under its jurisdiction.

STATE PENAL INSTITUTIONS.

CHARLESTOWN STATE PRISON.

	Males.	Females.	Total.
Population	549	—	549
Population January 1, 1921	484	—	484
Population January 1, 1919	528	—	528
Population January 1, 1911	876	—	876
Serving sentence to-day	510	—	510
Number of inmates employed	501	—	501
Capacity of institution	800	—	800

There are 69 officers employed at the institution.

The Charlestown State Prison is regarded by many as one of the worst prisons for the incarceration of felons in the United States. The larger part of the prison was built in 1805, and from the standpoint of physical equipment, ventilation, opportunities for exercise in the open air, and sanitary facilities it is completely out of date. This matter has been brought to the attention of the Legislature almost annually, but nothing has ever been done to remedy the matter. Authorities are unanimous in the belief that the present site, which covers 406,725 square feet, cannot be made suitable for prison purposes. Any outlay of money for improvements would be wasted, and only the removal of the prison to a site sufficiently large to meet the requirements for years to come seems advisable. The real estate experts have valued the property at upwards of \$1,000,000, and the State would be assured of almost sufficient funds for the erection of a modern prison plant from the proceeds of the sale of the prison site.

The industrial shops at the prison are also inadequate. The profits from industries at the prison for the past year amounted to \$134,637.77, or \$268.74 per capita. With enlarged facilities and better working conditions, those in charge contend that the profits from industries could be considerably increased. The annual cost of maintenance of the prisoners is \$599.05 per capita.

Suffolk County's population at the prison at the time of the visit of the Committee numbered 160, with Middlesex County second, numbering 114. The numbers from the other counties were as follows: Worcester, 58; Essex, 46; Bristol, 35; Hampden, 34; Norfolk, 15; Plymouth, 14; Hampshire, 13; Berkshire, 11; Franklin, 6; Barnstable, 4.

Out of 510 prisoners 501 are employed in the various industries conducted, which include the manufacture of brushes, clothing, mattresses, metal plate, metal ware, underwear and shoes. The most profitable is the metal plate industry, where the motor-vehicle number plates are manufactured for the State Department of Public Works.

School facilities are maintained for illiterates, and the average evening attendance is about 100. Many foreigners who have had little chance to obtain an education are benefited through this department. There is also a graded school in which prisoners may study arithmetic, civil government, commercial law, English, Spanish and shorthand.

Religious services are conducted by a Catholic priest and one Protestant minister, who give their full time to work in the institution. They supervise the editing of the State Prison paper, "The Mentor," and preside in the library where they are assisted by three prisoners. There are 13,127 volumes in the library, and the average is about 367 calls for books each month. Each man is allowed three books weekly, and about 90 per cent of the men avail themselves of the privilege. Religious services are also conducted from time to time by various representatives of the Protestant faith, Christian Scientists and Jewish Rabbis.

A program of entertainment is provided at least once each week, this including lectures, concerts and moving pictures.

Recreation and outdoor exercise is permitted one hour on Sunday, one and one-half hours on Saturday, and one-half hour other days. Military drill and calisthenics take up the time, two companies having been organized under the leadership of a former YD captain.

Smoking is permitted in the cells from 6 A.M. to 9 P.M. Lights are extinguished each evening at 9 o'clock.

Visiting hours daily are from 8.30 to 11 A.M. and 1.30 to 3.30 P.M.

Food is served to the prisoners from a kitchen located on the opposite side of the yard from some of the prison quarters. Prisoners carry the food into their cells. This arrangement is very unsatisfactory. If the institution is to be continued in its present location, for even a brief period, immediate steps should be taken to bring about the abandonment of this system of food distribution by the establishment of a central dining room. The food cost per capita at the present time is fixed at \$135.36 annually.

In conclusion the Committee wishes to say that no human being is bad enough to deserve confinement in such a place or dangerous enough to need it. Many of the conditions which continue to put the brand of the prison on the inmates are undoubtedly due to the survival of the Bastile type of prison architecture which is so well exemplified by the State Prison at Charlestown. No reforming influence, however humane and generous, would long survive in the atmosphere of such a place.

It should be said that the management at the prison or the Department of Correction is in no way responsible for the lack of adequate facilities. For years the recommendation has been made by them to the Legislature that a new prison was a vital need, but lack of money or a diversity of opinion as to the proper location of the new institution has delayed the Legislature in granting the authority, and also prevented the appropriation of money for needed improvements on the old structure.

Hence the Committee is a unit in recommending that the present prison site be immediately abandoned and that a modern prison be erected on a more suitable site.

MASSACHUSETTS REFORMATORY.

	Males.
Population March 14, 1921	513
Population January 1, 1921	388
Population January 1, 1919	406
Population January 1, 1911	830
Serving sentences March 14	444
Number of inmates employed	443
Capacity of institution	950

Staff. — The institution staff includes the superintendent, 1 deputy superintendent, 1 chief clerk, 1 physician, 1 chief engineer, 3 chaplains, 64 correction officers, 10 educational instructors and teachers in the evening schools, 10 engineers, firemen, mechanics and clerks, — a total maintenance force of 110. Besides the above there are employed in the textile and furniture industries, and paid from the profits of these industries, 23 instructors.

The Massachusetts Reformatory at Concord for younger male adult offenders is an institution which is being conducted as a place of reformation. It is meeting all the requirements for which it was intended, except for a proper segregation of the various types of prisoners within its walls. There is a lack of facilities for classification and individual treatment, but a start has been made under the present administration, but the progress of necessity has been slow.

There is room at the reformatory for twice the number of prisoners housed there at the present time. The tendency on the part of the courts to send prisoners to county houses of correction for offences for which they should be sent to the reformatory is responsible for the small population at the Concord institution. It is common knowledge that county officials suggest to the courts the advisability of sending men to the county houses of correction when the population is decreasing, realizing full well that unless the county institutions are fairly well filled there is no justification for their existence.

No county house of correction is equipped anywhere near as well as the Concord Reformatory for teaching the prisoner some worth-while trade or occupation which will be beneficial to him when he goes out into the world after the expiration of his sentence. The machine, shoemaking, woodworking and textile industries are operated under the same care and supervision that characterize private establishments. These, however, constitute only a few of the industries. Farming is one of the most important occupations.

All in all, the Concord Reformatory is one of the best equipped institutions of its kind in the country. Its hospital facilities, with accommodations for 50 patients, compare very favorably with the best of this type of institutions in the United States.

When the Committee visited the reformatory there were some 444 prisoners. All, except three United States transfers, were from eleven of the fourteen counties in Massachusetts. Suffolk County furnished 144 of that number; Middlesex, 116; Essex, 52; Hampden, 42; Bristol, 32; Worcester, 21; Hampshire and Norfolk, 10 each; Barnstable, 6; and Berkshire and Franklin, 4 each.

The reformatory enjoys the distinction of having one of the best corps of educational instructors in any penal institution in the country. The evening school is as much a part of the reformatory as is any of the occupational activities. The instructors are primarily teachers. The classes are graded along the same lines as the grammar or elementary schools, and the same courses of instruction are given all prisoners unless they have an education equivalent to that given in a grammar school.

The annual per capita cost for the maintenance of the institution is \$713.21, with a food per capita cost of \$54.75. The food cost is kept down materially through the produce raised on the 175 acres under cultivation out of the 300 acres owned by the institution.

The profits for the past fiscal year from all industries totaled \$58,251.79, representing a per capita profit of \$150.15.

REFORMATORY FOR WOMEN, SHERBORN.

	Females.	Total.
Population	191	191
Population January 1, 1921	158	158
Population January 1, 1919	388	388
Population January 1, 1911	214 ¹	214
Number of inmates employed	148	148
Capacity of institution	330	
Hospital beds 60		
Disciplinary departments 17		
Condemned cells, Grade III 45		
	122	452

¹ Includes 6 at State Infirmary; 12 on indenture.

Staff. — There is a total of 79 names on the pay roll of the reformatory, divided as follows: administration group, 8; engineers, 8; research department, 4; medical department, 7, as follows: physician, dentist, aurist, two day nurses, one night nurse, one nurse for babies; night inspectors: female (inside), 3; male (outside), 2; repair department, 5; farm department, 15; industries, 7; correction officers, 19; storekeeper, 1. The pay roll for the month of March was \$6,569.49, and the industrial pay roll, \$851.66.

The Reformatory for Women at Sherborn is an antiquated structure, lacking many of the essentials for the proper care and treatment of prisoners. The physical condition of the prison building is such that it is a question whether it would not be more economical for the Commonwealth to provide an entire new structure than to spend large sums annually for the many needed improvements. There is, however, a new matron's building, and also a new hospital building, finely equipped. The property covers some 333 acres.

The population of the reformatory is only about one-half the number that could be comfortably housed there. At the present time there are only about 166 prisoners, but this has been the average number for many months. All the women detained at the various houses of correction could be placed in this institution without inconvenience other than that of transporting them from their present places of abode.

Such a transfer ought to appeal to the keeper of every house of correction or jail in the Commonwealth in which women are serving sentence, because the Sherborn Reformatory staff of penologists are in a much better position to handle women than are the wives of jailers who act as matrons, knowing nothing and caring less for the unfortunates over whom they are supposed to have supervision.

Upon being committed to the Sherborn Reformatory, every woman's case is personally investigated by the officers of the institution. This is followed by the charting of the history of each inmate socially, industrially, physically and psychologically, for the purpose of providing the best treatment possible for the individual cases. In the county houses of correction such studies of women prisoners are unheard of. It is true that the

county institutions lack the facilities, but it is also true that little or no attention is paid women prisoners except for the work which the county institutions get out of them during their terms of sentence.

Everything in the way of humane treatment for the prisoners is provided at the Sherborn Reformatory. There are hospital facilities for 60 patients. For the tubercular or dangerously anemic women there is an open-air pavilion. In addition to a visiting physician and surgeon there are also eye, ear, nose and throat specialists and a dentist at least once a week at the institution. There are some 30 babies born annually at the Sherborn Reformatory. Fifteen women are allowed limited parole, going out to work daily and returning at night.

For those prisoners able to work, the principal occupations are needle industries. These needle industries include from forty to fifty types of garments. In the stocking shop women operate six knitting machines each, turning out an aggregate of 1,000 dozen pairs of stockings each month. All the State and Federal flags used by the Commonwealth, including expensive silk flags with hand-painted emblems, are the work of prisoners. The net profits from industries at Sherborn were \$18,955.19 last year, making a per capita profit of \$379.10.

The cost of maintenance for the past year was \$957.57 per capita. The high per capita cost was due, the superintendent explains, to the fact that large expenditures were made for improvements which had been deferred for years. The food cost per capita was given at \$77.11 per inmate, which amounted approximately to \$1.48 per week, or 21 cents a day.

Women committed by the Massachusetts courts to Sherborn Reformatory are ordinarily sent for indeterminate sentences, although some are lifers and others for five or more years.

Although the principal industry is needle work, the stronger women work on the farm when the weather permits.

The county of Suffolk sends the largest quota of any county to the reformatory. From Suffolk County there are 48 women. The population from the other counties follows: —

Middlesex and Essex (each)	25	Norfolk	11
Hampden	18	Hampshire	11
Bristol	17	Worcester	9
Plymouth	15	Franklin	2
Berkshire	3		

Religious services are provided Sunday mornings by a Catholic priest, and every other Sunday afternoon by a Protestant minister.

BRIDGEWATER STATE FARM.

	Males.	Females.	Total.
Population	1,342	43	1,385
Population January 1, 1921	1,363	48	1,411
Population January 1, 1919	1,598	74	1,672
Population January 1, 1911	2,470	171	2,641
Serving sentences	420	48	468
Number of inmates employed	628	43	671
Number awaiting trial	—	—	—

Staff. — The staff comprises 25 officers, 75 attendants and 45 employees, — a total of 145. The monthly pay roll totals \$11,247.65.

An institution to which the Commonwealth may point with considerable satisfaction is the State Farm at Bridgewater, which is easily one of the best managed divisions of the State Department of Correction, and one which penologists from all over the country agree is functioning for the specific purpose for which the farm was established. Within the walls are three distinct types, — criminal prisoners, criminal insane and adult poor. The population for this year has been the smallest in years, and for that reason there are accommodations for practically twice the number confined there at the present time. The total capacity of the Bridgewater State Farm for all male classes is 2,800. The women's prison has facilities for 200, or about four times the number committed.

Because of the character of the institution, the provisions for segregation and conditions generally, the Bridgewater State Farm could readily care for a large influx from either State or

county institutions. With the exception of the almshouse and women's prison buildings, the prison and asylum departments of the institution are in groups. Many of the buildings in each department are connected by corridors, while others open from one building to another, forming more or less a continuous structure. In the prison department, when the Committee visited the State Farm, there were 290 serving sentences. In the almshouse were 250 adults, and in the insane wards there were 845 inmates. Out of this entire number, some 671 are employed in some capacity or other on the farm or in the buildings. The number employed includes 265 prisoners and 406 of the insane inmates. Those who are not employed are either physically or mentally unfit for any kind of work. Laundry work forms the principal employment for women prisoners. The farm, covering some 1,477½ acres, of which 856 acres are under cultivation, furnishes ample opportunity for labor by the male population able to work. Because of the systematic manner in which the farm is handled, the annual per capita cost for maintenance was kept down to \$320.82 for the past year. Of this amount the per capita cost for food amounted to \$76.78. This figure is exclusive of the cost of the products raised on the farm.

When the Committee visited the farm the population by counties was: Suffolk, 80; Worcester, 70; Bristol, 39; Middlesex, 30; Plymouth, 25; Essex, 14; Norfolk, 11; Hampden, 9; and Hampshire and Barnstable, 2 each.

Weekly services for the Catholic, Protestant and Hebrew inmates are provided by chaplains of their respective denominations.

The Bridgewater institution has demonstrated that the most profitable industry in which prison labor can be used is farming, and the products of this great farm reduced the per capita cost to about one-half that of any penal institution maintained by the Commonwealth, and about one-third of that of the county institutions. Not only that, but it provides for outdoor recreation, exercise and work so essential to the health and morale of the inmate body.

WEST RUTLAND PRISON CAMP AND HOSPITAL.

	Males.	Total.
Camp population	81 ¹	
Hospital population	29	110
Camp population January 1, 1921	43	
Hospital population January 1, 1921	26	69
Camp population January 1, 1919	71	
Hospital population January 1, 1919	23	94
Camp population January 1, 1911	64	
Hospital population January 1, 1911	58	122
Number of camp inmates employed	45	
Number of hospital inmates employed	22	67 ²
Capacity of camp	100	
Capacity of hospital	80	180

¹ Includes 49 in main camp, 17 at Tewksbury and 15 at Medfield.

² Light work in ward two hours daily.

Staff. — Besides the superintendent there is 1 deputy superintendent, 1 physician, 1 clerk, 18 officers and 1 temporary officer, — a total of 24.

The Prison Camp at Rutland constitutes a group of 26 buildings on a farm of 983 acres, of which 93 acres are under cultivation. The group includes, among other buildings, a tubercular camp, where 33 of the 78 prisoners, transferred there from State and county penal institutions, are under treatment for tuberculosis in some form or other.

The able-bodied prisoners are those sent to the camp to be built up physically after serving a greater part of their commitment sentences in other institutions. The tubercular patients are those recommended for isolation, and are received from both the State and county penal institutions.

In addition to giving those prisoners nearing the expiration of their sentences an opportunity to build up physically, the Department of Correction is reclaiming property which is growing in area every year. Out of the 78 prisoners at the Prison Camp, 13 were transferred from the Charlestown State Prison and 2 from the Massachusetts Reformatory at Concord. The prisoners from the houses of correction included 12 from Worces-

ter and 6 each from Middlesex, Hampden and Suffolk. In the tubercular hospital there were 8 from the State Prison, 7 from the State Farm at Bridgewater, 4 from the Massachusetts Reformatory at Concord, 4 from Suffolk, 3 each from the Worcester and Hampden, 2 from the Middlesex, and 1 from the Bristol houses of correction.

The staff at Rutland, including the superintendent and tubercular camp physician, numbers 24. The annual per capita cost for maintenance for the entire camp is \$941.10, of which \$196.52 constitutes the annual per capita cost for food.

Poultry raising, dairying and general farming, as well as land development, constitute the work of the prisoners in the camp proper. The average number of working prisoners last year was 46. The net profits from all activities were \$11,238.56, making the per capita profit \$244.32.

For the patients in the tubercular camp there is a special diet, designated by the physician in charge. These inmates are not allowed to mingle with the other prisoners, being isolated in their own camp, a short distance away from the prisoners' quarters in the main camp.

Religious services are held regularly in the chapel for the Protestant, Catholic and Hebrew prisoners.

The larger part of the acreage connected with this institution is not adapted for the purposes of agriculture, and can only be reclaimed at a tremendous cost, or wastage of labor. On account of the decreased population of the other criminal institutions of the Commonwealth, the labor now being used at the Rutland Camp is greatly needed at these institutions. The per capita cost of maintaining this institution is by far the highest among the State institutions, and in the interest of economy it would seem wise for the State to discontinue the use of this institution as a prison camp and hospital.

MEDFIELD PRISON CAMP.

	Males.
Population	15
Population January 1, 1921	14
Population January 1, 1919	17
Population January 1, 1911 ¹	—
Serving sentences	18
Number of inmates employed	18
Number awaiting trial	—
Capacity of institution	20

¹ Not in existence.

Staff. — The camp staff consists of 2 officers and 1 spare man who works half time. The total monthly pay roll is \$266.66.

The Department of Correction maintains a prison camp on property of the Medfield State Hospital, which is known as the Medfield Prison Camp, where 18 men transferred from houses of correction are engaged in the building of filter beds for the State hospital. Eight of the men are from the Suffolk County House of Correction, 7 from Middlesex, 2 from Essex and 1 from Norfolk. Two officers are assigned by the Commissioner of Correction as guards, and they have the assistance of one spare man who works half time.

Under the law prison camps cannot be maintained unless self-supporting. The department is reimbursed for the prisoner's work at the rate of \$1 a day per man.

There is also a prison camp at Tewksbury, at which there are 17 prisoners employed at work for the State Infirmary.

The men at this camp were recently transferred from North Reading, where a camp had been maintained for the State tubercular sanatorium.

COUNTY HOUSES OF CORRECTION.

BARNSTABLE COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	10	—	10
Population January 1, 1921	5	—	5
Population January 1, 1919	7	—	7
Population January 1, 1911	9	2	11
Serving sentences	9	—	9
Number awaiting trial	1	—	1
Capacity of institution	28	4	32

All prisoners in this jail are from Barnstable County.

Staff. — The jail staff includes 3 officers and the keeper's wife, who acts as matron. The monthly pay roll totals \$399.

The Barnstable County House of Correction at Barnstable is a structure which outlived its usefulness years ago, and has since lacked any tangible reason for its existence as a house of correction. It is nothing more than a jail at best. Its antiquated architecture, insanitary conditions and poor ventilation should justify its abandonment, to say nothing of the uselessness of such an institution, where there are as many salaried officers as there are prisoners. The pay roll shows that the county pays three male officers and the matron, who is the keeper's wife, \$399 monthly and maintenance.

When the Committee visited the Barnstable Jail and House of Correction in April the sheriff was the only official at the jail. His two officers were on a moonshine raid, and the matron was attending to her household duties, while the four prisoners, all from Barnstable County, were working somewhere around the yard.

An inspection of the interior showed conclusively that the sheriff did not anticipate the Committee's visit. The jail, which has accommodations for 28 male and 4 female prisoners, has never been taxed to capacity, as far as the Committee could learn. Entrance to the cell rooms is gained only by passing through the living and sleeping rooms of the keeper.

The cells were filthy and the bedding dirty. Except for the cell rooms, there is nothing to indicate that the building is a penal institution. Hospital facilities were lacking, because, as the keeper put it, there had not been a death at the jail for twenty years. Whatever prisoners there are, from time to time, are used for kitchen work, tending the heating apparatus or doing odds and ends about the jail and court house. Although there are 4 acres of farm land, there is no attempt at cultivation.

BERKSHIRE COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	32	2	34
Population January 1, 1921	20	2	22
Population January 1, 1919	30	2	32
Population January 1, 1911	71	3	74
Serving sentences	21	—	21
Number awaiting trial	11	2	13
Capacity of institution	122	—	122

The population by counties follows: —

Berkshire	32
Suffolk	1
Worcester	1

Staff. — Six officers, 1 matron, 3 firemen and 1 coachman are employed at salaries aggregating \$1,128.91 monthly to maintain this institution, where 12 male and 3 female prisoners are housed; of this number 2 men and 1 woman are awaiting trial. The institution has accommodations for 122 prisoners, which is several times the number confined there at any one time for years. Like several of the other county houses of correction, there is nothing to warrant the continued use of the Berkshire House of Correction.

The sheriff's figures show that the disbursements for the past year amounted to \$28,571.78, of which \$24,108.67 was for salaries, provisions and fuel and light. The net receipts from the only industry at the house of correction, that of heel mak-

ing, was \$309.15, which averaged \$25.76 per capita for the male population for the year, or about 50 cents a week for each man employed.

The institution property covers 11 acres, of which 6 are under cultivation.

BRISTOL COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	166	14	180
Population January 1, 1921	85	4	89
Population January 1, 1919	71	25	96
Population January 1, 1911	258	31	289
Serving sentences	141	14	155
Number awaiting trial	25	—	25
Capacity of institution	326	48	374

The population by counties follows:—

Middlesex	1
Suffolk	2
Bristol	177

Staff. — The jail staff comprises 23 persons, including 1 clerk, physician, 2 chaplains, organist, 3 engineers, steward, turnkey, 16 officers, 3 matrons, who receive a total salary of \$659.50 weekly. The master, his wife, who acts as night matron, and the organist are paid monthly at the rate of \$234.82. The physician and two chaplains are paid quarterly at the rate of \$230 each quarter.

Maintenance. — The annual cost per capita for maintenance totals \$981.80, with a food cost per capita of \$175.76.

Bristol County has its jail and house of correction at New Bedford, and in addition has a jail at Taunton, where the sheriff makes his home and keeps three officers at \$30 a week, each as a caretaker of the property. Although the Taunton Jail was closed February 29, 1920, the sheriff contends that \$90 a week spent in the upkeep makes the property considerably more valuable than if the buildings were closed. Through the

closing of the jail the county has saved anywhere from \$10,000 to \$12,000 annually.

The Bristol County Jail and House of Correction at New Bedford comprise a group of antiquated structures, many of which should be abandoned for prison purposes. The sheriff believes that the present site is too valuable for the jail and house of correction, and contends that the property should be sold and a new location acquired.

All the prisoners serving sentences, 114 men and 5 women, were employed, the men making soles and heels, while the women did laundry work. From the sole and heel making, the only industry at the institution, the net profits for the past year amounted to \$3,040.97, or \$82.78 for each of the men employed at that work.

The Bristol County Jail and House of Correction is one of the largest of its kind in the Commonwealth, and is also one of the most expensively conducted. The aggregate salaries for the staff amount to \$37,027.84 annually. It is because of this yearly expenditure, and because no farm products are raised at this institution, that the annual per capita expenditure for maintenance reaches the remarkably high figure of \$981.80.

DUKES COUNTY JAIL.

	Males.	Females.	Total.
Population	-	-	-
Population January 1, 1921	-	-	-
Population January 1, 1919	-	-	-
Population January 1, 1911	-	-	-
Number awaiting trial	-	-	-

Staff. — The keeper is the only employee at this jail. The monthly pay roll totals \$25.

Dukes County maintains a jail at Edgartown for what might happen, and allows the keeper \$25 a month and a dollar a day for maintenance. The twelve cells, six for males and an equal number for females, are rarely, if ever, occupied, but whenever there are prisoners there they must conform with a code of

rules that equal in stringency those of any county institution in the Commonwealth.

Visitors are admitted at the discretion of the keeper whenever there are prisoners there. Lights are extinguished at 9 o'clock, reading matter is provided and smoking is permitted in the cells and corridors. The keeper also exercises his own discretion regarding recreation hours.

ESSEX COUNTY HOUSE OF CORRECTION — SALEM.

	Males.	Females.	Total.
Population	122	8	130
Population January 1, 1921	86	4	90
Population January 1, 1919	64	6	70
Population January 1, 1911	132	10	142
Serving sentences	107	7	114
Number awaiting trial	15	1	16
Capacity of institution:			
Single cells	97 ^e	15	112
Double cells	19	3	22

The population follows: —

Essex	112	State of Maine	3
Suffolk	9	State of New Hampshire	1
Middlesex	1	State of Delaware	1
Hampden	1	State of Colorado	1
Norfolk	1		

Staff. — The jail staff includes 9 officers and 3 matrons. The monthly pay roll totaled \$1,545.08.

Maintenance. — The cost per capita for maintenance during the year 1920 was \$720, with a food cost per capita during the same period of \$123.07.

ESSEX COUNTY HOUSE OF CORRECTION — LAWRENCE.

	Males.	Females.	Total.
Population	37	—	37
Population January 1, 1921	24	—	24
Population January 1, 1919	77	18	95
Population January 1, 1911	148	9	157
Serving sentences	30	—	30
Number awaiting trial	7	—	7
Capacity of institution	107	15	122

The population follows: —

Essex County 34	Buffalo, N. Y. 1
New London, Conn. 1	Woonsocket, R. I. 1

Staff. — The jail staff comprises, besides the keeper, 4 officers, 1 spare officer, 1 matron, 1 physician and 2 chaplains. The monthly pay roll totaled \$890.62.

Maintenance. — The annual cost per capita for maintenance is \$966.17, with a food cost per capita of \$117.76.

Essex County conducts two jails and houses of correction, one at Salem and the other at Lawrence. In June, 1920, the county commissioners closed the jail at Ipswich, and on August 1, 1918, closed the jail at Newburyport. Both of these jails are in charge of a deputy sheriff, and no plans are underway for the sale of either property, regardless of the fact that neither will again be placed in use.

The county correctional institutions at Salem and Lawrence have about the same capacity, although the greater number of prisoners are at the Salem House of Correction, which is in charge of the sheriff. Neither institution maintains any industry. Prisoners from the Salem House of Correction are sent to a prison farm at Hathorne, while those at the Lawrence institution raise produce on a small portion of the farm. At the latter farm the net profits for the past year amounted to \$400, which made the yearly per capita profits for those employed on the farm \$16.72. Anywhere from 30 to 40 prisoners are kept at the farm at Hathorne, but for some reason or other

no record is kept of the expenditures or receipts, nor of the profits accruing from the labor performed by the prisoners.

In the management of the Salem and Lawrence Houses of Correction there is very little difference, the former being conducted under the personal supervision of the sheriff, while the latter is operated by a master appointed by the sheriff. Because of the great difference in the number of prisoners there is a wide variance in the cost of maintenance. In Salem, where the prison population numbered 108 males and 5 females, the annual per capita cost for maintenance was \$720, while in Lawrence, where there were only 42 male and 1 female prisoners the per capita cost for maintenance was \$966.17. There was little difference in the annual food cost for each prisoner. In Salem it was \$123.07, against \$117.76 in Lawrence. The monthly pay roll at Salem is \$1,545.08, against \$890.62 at Lawrence.

Conditions in both the Salem and Lawrence jails were on a par when the Committee visited these institutions. Prisoners being held at both places were utilized in keeping the interior and exterior of both jails in a cleanly condition. The women at the Salem jail work in the laundry. Women are immediately transferred after commitment from the Lawrence to the Salem jail, except while being held for trial during Superior Court sittings at Lawrence.

The Committee was favorably impressed with conditions found at both of these institutions, especially with regard to the food served, and the personal attention of the officials to the needs of the inmates. If the prison population does not increase, it would seem that one of these institutions, preferably the one at Lawrence, plus the prison camp at Hathorne, would be ample to serve the needs of the county. The Lawrence institution is much more favorably located with its 6½ acre plot than the one at Salem, covering a small area in the thickly settled portion of the city. At Salem there is no yard room, hence no opportunity for exercise outdoors.

FRANKLIN COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	9	—	9
Population January 1, 1921	8	—	8
Population January 1, 1919	13	—	13
Population January 1, 1911	39	4	43
Serving sentences	8	—	8
Number awaiting trial	1	—	1
Capacity of institution	62	14	76

Staff. — The jail staff includes 5 officers and 1 employee. The monthly pay roll totals \$643.64.

Maintenance. — The annual cost per capita for maintenance during the year 1920 was \$1,395, with a food cost per capita of \$82.16.

The Franklin County Jail and House of Correction at Greenfield has the largest per capita cost for maintenance of any county penal institution in the Commonwealth. The keeper's figures show that it costs \$1,395 annually for each of the prisoners sent there, regardless of the fact that the food cost per capita is at a minimum, amounting to only \$82.16 annually. The food cost is kept down largely by the amount of produce raised on the 40-acre farm under cultivation.

This jail is frequently selected by Federal prisoners in Massachusetts, when given their option by the judges imposing sentence, because of the reputation gained through the kindly treatment of those committed.

The jail and house of correction was built originally with accommodations for 62 male and 14 female prisoners. Rarely has the institution been more than half filled, and seldom has there been a woman prisoner under sentence.

Out of 10 prisoners serving sentence and 3 awaiting trial when the Committee visited Greenfield, 2 of the 10 were committed by the Federal court. Three of this number were from outside the State, 3 from Suffolk County, 2 from Franklin and 1 each from Hampshire, Hampden, Berkshire, Worcester and Middlesex counties. The prisoners do all the cooking for the

jail, take care of the heating plant, work on the farm and cane chairs.

The receipts for the sale of farm products for the past year amounted to \$2,104.66. The net profits from the only other industry, that of cane seating, was \$632.38.

HAMPDEN COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	132	8	140
Population January 1, 1921	130	2	132
Population January 1, 1919	129	8	137
Population January 1, 1911	202	15	217
Serving sentences	110	5	115
Number awaiting trial	22	3	25
Capacity of institution:			
Regular cells	-	-	256
Cells for special purposes	-	-	12

Staff. — The staff consists of 10 officers, 3 full-time employees and 2 chaplains. The monthly pay roll totals \$1,878.23.

The manufacture of umbrellas constitutes the principal industry at the Hampden County Jail and House of Correction at Springfield. Some 44 out of 122 prisoners serving sentence are engaged in this work, which nets the jail a weekly profit of about 52 cents per man. The total profit for the entire number employed was \$1,191.12 last year, or about \$27.08 weekly.

With the exception of those engaged in covering umbrellas, the prisoners serving sentences are either employed in various capacities about the jail or work on the 3-acre farm connected with the institution.

A ventilating system, which is furnished with blower fans capable of forcing 28,000 cubic feet of air through the jail and house of correction each minute, was one of the best features of the institution. In the library were 1,200 volumes, for which there are no catalogues and no system for the loaning or distribution of the books. Neglect upon the part of the prisoners to patronize this library was due primarily to the fact that the lights are extinguished at 7 o'clock each night, and

that it was impossible to read in the dimly lighted corridors because of the distance between the fish-tail gas burners and the cells. Since the Committee's visit electric lights have been installed.

Proper hospital facilities were lacking, and the Committee found prisoners suffering from infectious diseases nursing the sick.

The food served was by far the worst found in any institution, and the menu showed little variety from day to day. The food cost for the prisoners figures \$124.10 annually per man, while the cost of maintenance of the entire institution was \$450.30 per capita for the past year.

One hour outdoor exercise in the prison yard is allowed the men each Saturday afternoon, if the weather is favorable.

In no institution visited by the Committee was there so much dissatisfaction and discontent manifested by the inmates, due to the unnecessarily strict discipline, lack of practically all privileges granted inmates of other similar institutions, poor food, and an employment intended for women and minors and not adult men.

Out of the 145 prisoners at the jail and house of correction, 138 were men, of whom 122 were serving sentences, and 7 were women, all of whom were serving sentences. Twenty men were awaiting trial and 3 were being held as witnesses.

HAMPSHIRE COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	20	-	20
Population January 1, 1921	14	1	15
Population January 1, 1919	28	-	28
Population January 1, 1911	55	3	58
Serving sentences	16	-	16
Number awaiting trial	4	-	4
Capacity of institution	76	12	88

Following is the population:—

Hampshire	17
Hampden	1
Out of State	2

Staff. — The institution maintains 5 officers, a chaplain, organist and physician, and matron when required. The monthly pay roll is \$678.83. The matron receives pay only when there are female prisoners in the institution.

Religious services by a representative of one of the local Protestant churches are held each Sunday, and Catholic services are held by a priest.

There is scarcely anything at the Hampshire County Jail and House of Correction at Northampton to justify its existence. It is one of the smallest institutions of its kind and within easy access of Springfield. A consolidation with the Hampden County Jail and House of Correction would save the taxpayers thousands of dollars annually.

For maintenance the per capita cost for last year was \$854.28 for an average of 19 prisoners, while the per capita food cost for the same period was \$173.33. Less than half the prisoners engage in the only industry at the jail, — that of cane seating, — while the others work in the kitchen and around the building and grounds.

The jail is an antiquated structure, erected some seventy-seven years ago, and lacks practically all the conveniences which characterize a modern institution. Because of the small number of prisoners held there year in and year out, no attempts have ever been made to provide a new structure or create better conditions.

Men serving sentences and those awaiting trial are allowed to work together in violation of the law.

MIDDLESEX COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	196	13	209
Population January 1, 1921	174	10	184
Population January 1, 1919	164	25	189
Population January 1, 1911	274	25	299
Serving sentences	162	12	174
Number awaiting trial	34	1	35
Capacity of institution	319		
Small cells	26		
Large cells	18		
			363

Note. — The superintendent's report states that the capacity can be increased to approximately 400 by placing several prisoners in a few of the large rooms.

The population follows:—

Suffolk	25	Hampden	2
Essex	9	Hampshire	1
Bristol	1	Out of State	13
Middlesex	158		

Staff.—The jail staff includes 22 officers,—4 matrons, electricians, machinists, clerk, bookkeeper, physician, 5 engineers and 4 firemen,—having charge of a large plant, including six boilers of 150 horse power each and three engines, furnishing heat and light for the institution and also for all the county buildings (court house and registry of deeds) located near by. This plant has to be operated twenty-four hours 365 days in the year. The monthly pay roll of \$6,464.51 includes the amount paid for services of Protestant and Catholic clergymen, Jewish rabbi and chorister.

Maintenance.—The annual cost per capita for maintenance was \$637.12 last year, according to the superintendent's report, and after deducting \$3,908.85 expended for repairs on walls of the building, the net cost per capita would be \$612.23.

Since the closing of the Lowell Jail, some two years ago, all the prisoners awaiting trial or sentenced to the house of correction in Middlesex County are sent to the East Cambridge institution. Since its closing the Lowell Jail has been in charge of a custodian receiving \$1,500 a year and rent, and in the meantime nothing has been done to keep the main building or the barn and other outbuildings in repair. The frost during the past winter played havoc with the exterior of the main building, while the iron work on the inside has been allowed to corrode.

The main building, with cell room for 72 male and 33 female prisoners, is the largest of a group on the $5\frac{1}{3}$ acre lot owned by the county in Lowell. The Cambridge institution is sufficiently large to fill all the needs of Middlesex County for many years to come, and the Lowell Jail should either be disposed of or turned to other uses at once.

The Middlesex County Jail and House of Correction at East Cambridge is one of the oldest and largest, as well as one of the most efficiently managed, county penal institutions in the

Commonwealth. The principal industry is mat and brush making, and employs many of the male prisoners. The brushes range in size from the ordinary hand brush to the heavy revolving brushes used in street-sweeping machines. The net profits from this industry for the past year amounted to \$8,525.21, or \$304.47 for each prisoner employed in the manufacture of these articles. The women prisoners do all the laundry work for the institution.

The house of correction operates a heating and lighting plant, which furnishes heat and light for the county court house and registry of deeds in addition to the institution itself.

A well-equipped hospital ward with a dispensary and operating room has accommodations for twelve prisoners in as many cells. In case of an emergency, the hospital accommodations may be doubled.

NANTUCKET COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	-	-	-
Population January 1, 1921	-	-	-
Population January 1, 1919	-	-	-
Population January 1, 1911	-	-	-
Capacity of institution	-	-	-

Staff. — Sheriff Johnson's report to the Committee states that the jail staff includes but one assistant. The total monthly pay roll is given as \$8.75.

The Nantucket Jail and House of Correction, located on the Island of Nantucket, thirty miles from the mainland, is rarely used for the purposes for which it was built. For considerably more than a year there has not been a prisoner there. In June, 1920, one male prisoner, unable to secure bail, was bound over by the district court for the July sitting of the Grand Jury. His maintenance cost the county \$59. The only other expense connected with that jail is a monthly allowance of \$8.75, which is given the sheriff's assistant for part-time supervision of the two buildings held by the county as a jail and house of correction.

NORFOLK COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	57	3	60
Population January 1, 1921	58	—	58
Population January 1, 1919	43	3	46
Population January 1, 1911	78	4	82
Serving sentences	37	1	38
Number of inmates employed	38	—	38
Number awaiting trial	20	2	22
Capacity of institution	—	—	108

Staff. — In addition to the sheriff, the staff includes the matron, who is the sheriff's wife, 8 officers and guards, 1 chaplain and 1 physician.

Maintenance cost per capita for the year is \$774.85, and the food cost per capita, \$197.06.

Conditions at the Norfolk County Jail and House of Correction at Dedham amazed the members of the Committee upon their visit to that institution. The hospital room piled high with discarded and broken furniture, the gloomy chapel, dingy workshop and squalid cells bore evidence of neglect, while the majority of the prisoners were allowed to idle away their time from morning until night. The buildings generally are antiquated and insanitary, lacking the proper facilities for humane and decent treatment of prisoners.

A careful inspection of the institution and a study of conditions generally convinced the Committee of the uselessness of maintaining a house of correction at Dedham. The only occupation for the prisoners, except during the farming season, is in the workshop, where a cheap grade of heels are made for one of the shoe shops in a State institution, and where leather discs are prepared for a safety razor factory. During the farming season many of the prisoners work on a 110-acre farm at Walpole, of which 25 acres are under cultivation. In the workshop the profits average less than \$2 per week for the men employed.

Of the 68 prisoners at the time of the Committee's visit 37 were from Norfolk County, 10 from Suffolk, 6 from Plymouth, 3 from Middlesex, 5 from other counties and 5 had "no homes."

No religious services are held at this institution so far as the Committee could ascertain.

PLYMOUTH COUNTY JAIL AND HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	86	2	88
Population January 1, 1921	52	3	55
Population January 1, 1919	45	2	47
Population January 1, 1911	113	5	118
Serving sentences	75	—	75
Number awaiting trial	11	2	13
Capacity of institution	140	12	152

Staff. — Twelve officers, 1 matron, 1 doctor, 1 organist, 1 chaplain. Total pay roll, \$1,800 monthly.

Annual cost per capita for maintenance, \$931.99. Food cost per capita, \$147.90.

One of the best equipped and most modernized institutions of its kind in the Commonwealth is the Plymouth County Jail and House of Correction. The reinforced concrete building is well lighted and ventilated, has hospital facilities of the most improved type for a half dozen patients, while the congregate dining room has no equal among county penal institutions in the State. The sheriff's house, which is also of concrete, is adjacent to the jail. The two buildings, which are comparatively new, are kept in excellent condition, while the surrounding grounds show careful attention.

Farming and poultry raising on an elaborate scale constitute the work of all male prisoners serving sentences, except for those physically incapacitated. Some 50 acres of the 300-acre tract of land are under cultivation, while as many more are given to hay. Poultry raising, being developed by the sheriff, is rapidly becoming a successful and very profitable industry. The sale of farm products, poultry and eggs in the wholesale

market is reaching such proportions that the sheriff believes that within a comparatively few years the institution will be self-supporting. No attempt is made to compete with farmers in the county. The products are sold to the wholesale markets at the prevailing market price.

The library at the house of correction is one of the best conducted of its kind in the Commonwealth, and has 500 selected volumes, systematically catalogued and patronized by 95 per cent of the prisoners.

The food, while plain, was wholesome, and the conditions under which it was served made it much more inviting than similar menus in many of the other institutions visited.

SUFFOLK COUNTY JAIL.

	Males.	Females.	Total.
Population	186	30	216
Population January 1, 1921	198	30	228
Population January 1, 1919	219	41	260
Population January 1, 1911	240	46	286
Serving sentences	88	30	118
Number awaiting trial	98	—	98
Capacity of institution	220	90	310

The population follows:—

Suffolk	167	Hampden	1
Middlesex	25	Plymouth	1
Worcester	4	Essex	1
Norfolk	3	Outside the State	14

Staff.—The jail staff includes: 1 jailer, 1 chief officer, 1 physician, 1 chief clerk, 1 assistant clerk, 3 pensioners, 1 steward, 1 first inside officer, 1 second inside officer, 1 third inside officer, 1 fourth inside officer, 30 officers, 1 working engineer in charge, 3 working engineers operating, 1 matron, 1 first assistant matron, 5 assistant matrons, 3 chaplains. The pay roll for the month ending March 31 totaled \$6,606.45.

Maintenance.—The annual cost per capita for maintenance at this institution is \$923.58, with an annual food cost per capita of \$183.85.

SUFFOLK COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	271	—	271
Population January 1, 1921	163	—	163
Population January 1, 1919	278	79	357
Population January 1, 1911	1,045	138	1,183
Serving sentences	271	—	271
Number awaiting trial	—	—	—
Capacity of institution	1,100	360	1,460

The population follows: —

Suffolk 235	Middlesex 10
Barnstable 1	Essex 1
Norfolk 2	Outside the State 19
Worcester 3	

Staff. — Following is the staff maintained at the institution: master, 1 assistant deputy master, 1 chief clerk, 32 officers, 1 matron, 2 organists, 7 firemen, 1 deputy master, 1 physician, 2 clerks, 2 cooks, 3 chaplains, 1 schoolmaster, 1 chief engineer and 1 assistant engineer. The weekly pay roll totals about \$1,400.

Maintenance. — The annual net cost per capita for maintenance is \$626.06, with a food cost per capita of \$175.88.

Unlike any other county in the Commonwealth, Suffolk County maintains a jail and a house of correction which are independent of each other and under entirely separate management. The former is known as the Charles Street Jail, located in city proper, while the latter is the Deer Island House of Correction, which is on the island bearing that name in Boston Harbor. The jail is in charge of the sheriff, elected by the voters of Suffolk County, while the house of correction is under the supervision of an institutions commissioner, appointed by the mayor of Boston.

The house of correction is used exclusively for male prisoners serving sentences, while the jail has male and female prisoners under sentence as well as awaiting trial. Practically one-half of the population at the jail are serving sentence, regardless of

the fact that there are no industries and nothing to occupy the time of the able-bodied prisoners except polishing brass, sweeping floors or exercising for one and one-half hours daily.

For years there has been little or nothing done toward the upkeep of the house of correction property, consisting of 28 buildings on 96 acres of land, of which 50 acres are under cultivation, while the jail property with its four buildings on 1½ acres of ground shows exceptionally good care. Among the more recent improvements at the jail is the new administration building, which is rapidly nearing completion.

The manufacture of shoes for the inmates of Suffolk County institutions and for the city's poor department, the making of clothing for prisoners, and farming form the principal occupations for the Deer Island prisoners. Many of the men are also employed in various capacities in and about the several buildings on the island.

Better educational facilities are provided at Deer Island than at any other county penal institution in Massachusetts. A salaried schoolmaster, designated by the Boston school department, has charge of all the classes, which include all the grades of a public grammar school. It is largely because of the educational facilities that 70 per cent of the prisoners patronize the library, which consists of some 1,400 volumes.

Although there are ample hospital facilities for 65 male prisoners, all the sick inmates are sent to the hospital connected with the city's almshouse at Long Island, across the harbor.

Religious services are conducted every Sunday at Deer Island by a Catholic priest, Protestant minister and a rabbi, while no services of any kind are held at the Charles Street Jail.

Because of the large decrease in population at the house of correction, one of the men's prison buildings was abandoned in 1917. The women's prison was closed some two years ago, when all the female prisoners were transferred to the Charles Street Jail. The buildings occupied at the island include many which are badly in need of improvement. The first division, north cell building, where many of the prisoners are kept, is not properly equipped, and it is possible, without much exertion, to open some of the cell locks from inside the cells. The congregate dining room is in one of the older buildings.

Conditions at the Charles Street Jail compare favorably with the best conducted institutions in the Commonwealth. Through the liberal application of soap and water the interior of the buildings are exceptionally clean.

Hospital facilities, which have been lacking at the jail, will be provided upon the completion of the new administration building, which will cost about \$248,000. Provision will also be made for a large combination chapel and hall, and for a congregate dining room for the male prisoners.

With less than 500 prisoners in these two institutions, the Committee believes that the Deer Island House of Correction should be abolished, and a considerable number of the able-bodied prisoners serving sentences at Charles Street Jail sent to State institutions where they can be profitably used by the State, and their health and physical vigor not undermined and broken by close confinement and idleness within walls with little or no yard space.

WORCESTER COUNTY HOUSE OF CORRECTION.

	Males.	Females.	Total.
Population	143	11	154
Population January 1, 1921	156	14	170
Population January 1, 1919	135	14	149
Population January 1, 1911	225	16	241
Serving sentences	116	9	125
Number awaiting trial	27	2	29
Capacity of institution	287	23	310

Staff. — The sheriff's data furnished to the Committee state that the staff comprises 15 officers and 2 matrons. The Committee on its visit to the jail learned that besides the sheriff the staff comprised 1 deputy, 16 assistants and 2 matrons. The monthly pay roll is given as \$2,123.37.

Maintenance. — The sheriff's report states that the annual cost of maintenance per capita for the year ending September 30, 1920, was \$399.88, with a food cost per capita of \$113.89.

FITCHBURG HOUSE OF CORRECTION (CLOSED).

	Males.	Females.	Total.
Population	-	-	-
Population January 1, 1921	-	-	-
Population January 1, 1919	69	-	69
Population January 1, 1911	116	-	116
Capacity of institution	174	-	174

Staff. — The staff at this jail consisted of one officer, inside, a caretaker in the house and two on the farm. The monthly pay roll totaled \$704.59.

The Worcester County Jail and House of Correction in the city of Worcester is one of two such institutions maintained by Worcester County. The sheriff informed the Committee that the Fitchburg Jail and House of Correction had been closed since February 1, 1920. The Committee, upon visiting Fitchburg, found the jail and house of correction open, with 21 prisoners serving sentences and under the guard of the jail staff. Later the Committee learned that the Fitchburg institution was being used as an annex for the Worcester County Jail and House of Correction at Worcester, and that the place was "closed" only against commitments from the court and "open" to all the transfers the sheriff wished to make from the jail at Worcester.

Twelve acres of the 60-acre farm at the Fitchburg Jail are under cultivation. In addition to three horses, the live stock includes nine cows and several pigs. The farm products, except those used at the jail, together with 40 quarts of milk daily, are shipped to the Worcester Jail and House of Correction.

The jail and house of correction in the city of Worcester consists of two old buildings in fairly good condition on an 8-acre plot of land, of which $4\frac{3}{4}$ acres are under cultivation. The jail building is without fire escapes or other means of egress in case of fire.

Caning chairs for a private contractor is the principal industry at the jail and house of correction. Sixty men are em-

ployed in the caning shop, making anywhere from 40 to 50 cents a day for the county. The profits for the past year in that industry amounted to only \$451.29, or about \$18.80 a year on each prisoner employed. The Commission for the Blind has protested against the industry of caning chairs at penal institutions, claiming that they are able to do all the work of this kind which is available. During the farming season many of the men are used on the jail farm.

A few of the inmates are receiving elementary instruction in evening classes.

The jail has a library of 2,569 volumes, and about 90 per cent of the prisoners draw books. Prisoners publish monthly "The Intramural Opinion," a magazine "devoted to the interests of the imprisoned men."

There is a congregate dining room and limited hospital facilities.

STATE AND COUNTY TRAINING SCHOOLS FOR JUVENILE OFFENDERS.

HISTORY OF ORIGIN OF TRAINING SCHOOLS.

Since 1850 cities and towns have been required to make all needful provisions for the control of truant children. By an act of 1873 each city and town was required to provide a suitable place for them. For several years children were committed to the State Primary School at Monson.

In 1873 provision was made for the establishment of truant schools in counties, on the petition of three or more towns in a county.

By an act of 1881 two or more counties were permitted to unite for the establishment of a union truant school.

In 1873 it was made necessary for towns to adopt by-laws concerning truants as one of the conditions of their receiving aid from the Massachusetts School Fund. These by-laws must name the place for the instruction of the truants. This led to the naming of places wholly unfit for the purpose, as most towns did not need a separate institution. The State Primary School could not accommodate them. Instances occurred in which the town by-laws named the State Primary School, the State Reform School, the house of a citizen of the town, a

certain school therein, the almshouse or the lockup as the place for the discipline and instruction of truants. With such places of assignment as some of these, no judge could deliberately approve them and hence no arrests could be made. In Brockton, Fall River and New Bedford truants were committed to the almshouse.

It was then proposed that the duty of providing truant schools be imposed on the county. Hence the establishment of county truant schools. At first, although groups of towns petitioned for the establishment of such schools, the pressure was not great enough to compel the county commissioners to obey the law.

Hampden County was the first to establish a county truant school, in 1880, in the city of Springfield.

In Essex County the towns petitioned for a school in 1886 and for several years, but the county commissioners failed to act. Each year there was an attempt to exempt Essex County from the law, as there were two excellent truant schools in the county, — the Plummer Farm School at Salem, maintained by a bequest for the benefit of Salem, and the Lawrence Industrial School, maintained by the city of Lawrence. Finally, in July, 1891, the county commissioners purchased the school at Lawrence for a county training school.

A union truant school for the counties of Bristol, Plymouth and Norfolk was established at Walpole in 1889.

In 1888 the county of Berkshire, on the petition of seven towns, established a county truant school at Becket.

Franklin and Hampshire counties united in assigning the house of T. L. Barrus of Goshen as the truant school for the two counties. This was an ordinary hill-town farm of 200 acres. Upon the death of Mr. Barrus, the school, which had no inmates for three years, was transferred to the farm of A. D. Cordtsen of the same town. On August 26, 1901, there was one inmate who did the ordinary work on the farm, and was taught by Mrs. Cordtsen, a former school teacher. By chapter 256 of the Acts of 1902 this school was abolished and the county commissioners were required to assign a truant school for commitments.

In Middlesex County the county commissioners resisted the

petitions of the towns for a school for several years. In 1894 the county was provided with a truant school at North Chelmsford, designed to accommodate 60 boys.

In the sixty-ninth report of the Board of Education, 1904-05, on page 23, it is stated that in the six counties exempted from maintaining truant schools of their own "only one of these counties, Berkshire, has at any time sent truants to an established truant school in another county, and then only from three municipalities. . . . At the close of the last school year 607 boys were in attendance upon the truant schools, and of this number, 562, or more than 92 per cent of the whole number, came from six cities, — Boston, Somerville, Worcester, Lynn, Cambridge and Lawrence."

In the seventy-first annual report of the Board of Education, 1906-07, it is stated on page 209: "a recent inquiry reveals the fact that 269 cities and towns of the Commonwealth have had no pupils in the truant schools during the past five years, and presumably most of these never were represented there."

Until 1895 the courts committed school offenders from the city of Boston to Deer Island, where criminals were also committed. After that, school offenders were committed to Rainsford Island, which had been bought by the city in 1872, and used for hospital purposes. School offenders were committed to Rainsford Island until December 24, 1920, when it was abolished.

The Boston Parental School at West Roxbury was opened in September, 1895. On July 2, 1914, the Boston Parental School was abolished, and a disciplinary day school was opened in accordance with the provisions of chapter 738 of the Acts of 1914.

By chapter 173 of the Acts of 1921 school offenders from Boston are now committed to the training school of Middlesex County.

COUNTY TRAINING SCHOOLS.

The Committee visited the five county training schools and found great variation in standards as applied to the physical care of inmates, their food, work, recreation and education. For purpose of comparison, the Committee also visited the Lyman School for Boys at Westborough, the Industrial School

for Boys at Shirley, and the Industrial School for Girls at Lancaster. These three training schools are efficiently managed, and have the advantage over county schools in being well equipped for industrial and vocational work.

Physical Care.

While all the county schools give more or less attention to the physical condition of the inmates, there is need of a more comprehensive system of regular periodic physical examination, to the end that existing physical defects of any kind may be detected and the remedies applied without delay.

Food.

The food in the several training schools varies as much as does the educational and recreational programs. The statement not infrequently made that "these children receive better, more wholesome food, in greater variety, than they would under home conditions" is no indication that they receive what their physical condition requires. With one or two exceptions the food is not what a growing boy should have, and there is found a lack of variety, with an excess of starchy foods. Increased cost in the operation of these schools should be no argument against furnishing a well-balanced and appetizing menu in every one of them.

Work.

Generally speaking, the work done by the boys in the county training schools consists largely of household duties. While a certain amount of this is both proper and desirable, such work neither educates nor develops a boy for any definite task. It leads nowhere. He is given it to do because it helps reduce the per capita cost of conducting the institution. It has no part in the boy's future.

Prevocational work should have a large place in these schools. Two of the schools have made a commendable start in the right direction, but even in those schools the boys may well be given larger opportunity for "finding" themselves.

Prevocational education includes any form of education designed to enable a youth to discover for which one of several possible vocations he is best fitted by natural ability and disposition, the program of instruction and practice for this purpose being based mainly upon actual participation on the part of the learner in a variety of typical practical experiences derived from the occupations involved.

Such a constructive program as this suggests should make strong appeal to all wellwishers of the unfortunate inmates of the county training schools.

Recreation.

With possibly two exceptions, the training schools have made no satisfactory approach to the important matter of recreation. Recreational opportunities and facilities are inadequate in at least three of the schools. One of the schools lacks in space set apart for playground, but has a gymnasium and swimming pool. The impression one gets from visits to the several schools is that no deep conviction has as yet laid hold of the management as to the important part suitable recreation should have in schools of this type. This is inexcusable, for these boys have not forfeited their right to a happy childhood.

Dr. David Snedden, formerly Commissioner of Education in Massachusetts, has well said: —

Only in recent years have educators realized the great importance of much free play and spontaneous activity in the life of the growing child. It is entirely probable that the boy or girl who has spent some years in a reform school under a steady routine of almost constant work, however mild that may be, but who has had little opportunity for play and free activity generally, goes out into the world permanently handicapped. A dull, mechanical, somewhat incurious and uninterested attitude is frequently marked in these children as one of the effects of "institutionalizing." Grown to manhood and womanhood, these same people will be of the plodding, unambitious, and apparently shiftless kind. Of course, our educational knowledge is yet insufficient to determine how much of this quality is one of the necessary products of weak heredity and early malnutrition; but there are good grounds for supposing that a more normal childhood, during the institution period, so far as play and free activity are concerned, would result in some marked differences in output.

Education.

To the extent of their capacity to learn, the boys in these schools should be given the advantages of the very best classroom instruction. To do this, however, the county training schools are not equipped. Made up as the population is of normal and subnormal boys, with larger percentage of pronouncibly feeble-minded, the demand is for experts for at least two distinct groups of boys. The county training schools are neither equipped nor manned for such instruction.

To undertake any program of education, for instance, with the meager equipment found in some of these schools; with teachers, many of whom have no special fitness for the work; and where county commissioners are not infrequently so absorbed in other duties as to find little time for considering the boy problem, gives little promise of substantial progress. Add to this the difficulty of attempting to adapt any single course of study which will meet the needs of the varying types of boys, and we have an impossible situation.

A large and undeveloped field of educational effort still exists in the case of many defective and unmanageable children who should not be put under custodial care at great expense to the State, but in whose training the home and specialized schools should be brought into more intimate co-operation. It is a well-recognized fact that many of the pupils who attend the public schools without profit from year to year are ill adapted to the curriculum as it is organized for normal children. Some large cities now maintain special classes for those defective in hearing or sight, for those crippled as to make their presence in the ordinary schoolroom a source of trouble, and for tubercular children. It is often suggested that special classes should be formed for those whose speech is defective. Special or disciplinary classes for those who do not adapt themselves to the control of the ordinary schoolroom have been the subjects of experiment in a number of cities, and where rightly managed are almost invariably attended with good results. The studies of retardation made by the Sage Foundation indicate the importance of this entire subject.

It would be advisable to make an inquiry as to the training, by means of special classes, of youths who are manifestly not adapted to ordinary schoolroom procedure. Medical inspection should assist in the early discovery of those likely to profit by some kind of special educational treatment. We already possess excellent examples of what may be done in the special education of various types of physically defective children. We are still far from having solved to an equivalent degree the problem

of those difficult to manage or who are becoming incorrigible. It is doubtful if a boy or girl should be committed to an institution as long as the home is capable of being brought into co-operation with the school for the purpose of maintaining proper control of the individual.

Probably there is needed in American cities and large villages the type of day truant school which is now found in many English urban centers. Home and school here co-operate, and the child is removed as completely as possible from the influences of the street. A typical day truant school of this kind undertakes to be responsible for the care of the child from ten to twelve out of the twenty-four hours, and by means of attendance officers makes certain that the child on leaving school shall proceed directly to his home. In such a day truant school the time is divided between study, industrial training and supervised play. It is essential that the child should be kept from idleness, and as far as possible purposefully employed either in play or work, that his physical energies may be fully exercised. Such a school as this, to which children habitually difficult to manage could be committed for definite minimum terms and on probation, would materially aid in improving the discipline of the regular schools and in removing from the streets children whose influence on others is bad. (Seventy-fourth Annual Report of the Department of Education.)

The Committee on February 11 visited the Hampden County Training School at Feeding Hills and found conditions which made a very unfavorable impression upon every member present. Because of information secured from various sources relative to the situation at the school, and the neglect of the authorities to remedy existing conditions, the Committee again visited the school on September 13 and held a hearing at which members of the school staff, as well as boys confined in the institution, were called upon to testify under oath regarding the education, recreation, discipline and food at the institution. The second visit, with its careful inquiry, only confirmed the Committee's unfavorable opinion of the school.

Shortly afterward His Excellency the Governor received a communication containing serious charges, and later the Attorney-General received a communication requesting him to investigate conditions at the school. Both communications were referred to the Committee, and after making many inquiries a public hearing was ordered by the Committee to be held in the county court house at Springfield, and for two days, on October 26 and 27, the members thoroughly probed conditions at the school. Witnesses, including members of the school

staff and citizens, were put under oath. The disclosures made at these hearings firmly convinced the Committee that the institution lacked the essentials for the constructive work the school is expected to accomplish, and that a change in the personnel of the staff was absolutely necessary. The evidence also showed that unnecessary severity in the discipline of the school has made it a correctional rather than an educational institution.

Following the Committee's investigation of conditions at the Hampden County Training School, the county commissioners of Hampden County invited the school superintendents of that county to make a survey of the school for the purpose of making recommendations, with a view to remedying conditions at that institution. The superintendents who accepted the commissioners' invitation personally visited the school, diligently inquired into conditions, and delegated a committee of their number to make further inquiry.

The school superintendents reached practically the same conclusions as the Joint Special Committee on County Government, and their recommendations coincided, in the main, with those of the Committee.

The school superintendents' recommendations follow: —

A. That a competent director be employed who shall have general charge of the establishment, including the farm from an educational point of view, and be responsible for the conduct of every department. He should be a man of education and experience in this field of work, preferably a married man whose wife is qualified for the position of matron. The director should not have stated teaching duties, but should be so qualified as a teacher that he can give stimulating advice to the teachers employed to assist him.

B. That a department of manual training be maintained with a teacher trained to conduct it, and that the admirable room intended for that work be adequately equipped.

C. That a physical education department be maintained with a specialist in that line of work at its head, and that regular medical inspection be provided and health records kept.

D. That two teachers of successful experience in academic work be employed.

E. That a course in gardening with actual experience in cultivating the various garden products on individual plots be undertaken, and that the farm be used so far as necessary for the school.

F. That there be a classification of household duties as remunerative and non-remunerative, and that there be arranged a system whereby certain of the duties about the school may be fulfilled by members of the school for which there will be some remuneration. We believe this will afford a means of creating among the boys a new interest in their social and family life.

G. That there be a definite program for the pupils of the various grades following a definite course of study. This is necessary for the success of the institution in the educational line.

H. That the classes in one room at any one time should be smaller than the present groups. This could be arranged, since the shop and gymnasium will be in operation at the same time, thus making four groups instead of two as at present.

I. That religious exercises of the various groups should be held on the Sabbath, and that an opportunity for all boys to attend church be provided.

J. We believe that the question of discipline and the administering of corporal punishment will be simplified when the school is organized as above recommended. Nevertheless, we are of the opinion that corporal punishment is at times necessary, and the only method of appeal to certain individuals to maintain discipline. We suggest that the officials of the school, in the administering of corporal punishment, follow the practice of the public schools, which in general practice requires that the same be administered under the following conditions: administered by the teacher in the presence of a witness, preferably the director, a report of the same to be sent to the county commissioners stating the reasons for and the amount of punishment, the report to bear the signature of the teacher giving the punishment and of the person acting as witness.

K. That the boys be separated so far as is reasonable into age groups, and that their work should be done with as little watching as possible for the moral effect. It is our opinion that a monitor should be on duty in the sleeping quarters during the period immediately preceding and following the time of retirement.

L. That the recess period should be made use of for exercise and recreation.

M. That the boys should be encouraged to use the library, and that it be furnished with standard periodicals and magazines of interest to boys. That the opportunity afforded by adjacent libraries for the temporary loan of books be utilized.

N. That the director of the school appear at stated conferences before the county commissioners with recommendations for the conduct of all departments of the school in much the same way as the superintendent of schools makes recommendations to his school committee.

O. That the teachers eat with the boys at the appointed hours for meals, for the purpose of teaching table manners and to give the dining

room more of the atmosphere of a place to eat rather than a "feeding place." We regard this recommendation as important in view of the home influence we think the school should develop.

We realize that the carrying out of these recommendations will necessarily involve a large increase in the cost of the school, and we believe, further, that the school will fail to accomplish its purpose unless more generously supported.

We have confined ourselves in these recommendations to a brief outline of an effective organization.

This report was signed by W. E. Gushee, president, Chester D. Stiles, secretary, Jas. H. VanSickle, J. J. Desmond, W. R. Peck and N. J. Bond, for the superintendents of Hampden County.

Little care is exercised in classifying the inmates of the county training schools, and no records exist on which to base conclusions as to how many of the following groups there are in each institution: truants and school offenders, feeble-minded, delinquent.

To the extent that mental defectives are sent to these institutions, the schools are called upon to perform the function of the schools for the feeble-minded, and the slightest observation proves that they do not, as in the nature of things they cannot, perform it up to the requirements fulfilled by the State schools for this class.

The feeble-minded should be placed in an institution by themselves. They require special treatment. Their retention in a group which is normal and only slightly subnormal, classed as "improvables," retards what might otherwise be for some of the inmates steady progress toward school efficiency.

All delinquents should be put in the State training schools where the supervisors specialize in the care of juvenile offenders. As stated in a report of a committee investigating the problem of truancy in 1918: —

A logical line cannot be drawn between the county training schools on the one hand, and the State training schools on the other hand, considering the children they receive. Experts, including several superintendents of county training schools, have stated that probably not over 1 boy in 10 who is committed to the county training schools as a truant is a truant only, the other 9 having complications of other offences.

With the elimination of the above-mentioned groups from the county schools there would remain but a comparatively small number of boys classified as truants or school offenders. These should be dealt with by the public school authorities. Special classes now so generally conducted in all sections of the State suggest what can and should be attempted by all communities.

Truancy in a normal boy is something for which the parents may be largely responsible. The public school is nearer the home than is any other agency, and with the power granted school committees there should be a closer relation between school and home than generally exists. This close relationship should be the means whereby the parents of the delinquent boy may be held more strictly accountable for his behavior than has been customary in the past.

In the case of the delinquent, whom it is suggested should be sent to one of the State training schools, objection will be raised by some that he should not be sent too far from his family. There is little to this argument. The State is doing the same thing at the present time in its distribution of the insane, feeble-minded and delinquents at the State training schools.

The question presenting itself is, what is the aim of the State and county in dealing with these unfortunate juveniles? Is it to do for them only what is absolutely necessary — keeping always in mind the matter of expense? Or is it the duty of the State and county to regard them as so many potential citizens, for whom every effort should be made, to the end that the maximum be attained in moral, physical and intellectual efficiency?

Unlike the housing provisions found in State training schools, with the exception of the Middlesex County School, no attempt is made to carry out the "cottage system" of management. The so-called cottages at that school, however, are arranged for 50 boys instead of 20, the number generally recognized to be a desirable maximum for the best "cottage" supervision.

In the Essex County school two large dormitories are now in use; in the others, one dormitory building in each school.

Whether the training schools are economically and wisely administered, how far they serve or fail to serve the combined

educational and disciplinary purpose for which they were established, are fair questions to ask.

If they fail educationally, they fail utterly, because their primary purpose is, as a part of the school system, to supply under some restraint and pressure the instruction that the public schools were failing to get across because of the persistent refusal or failure of the boy to co-operate. If they fail economically it is in the interest of the taxpayer that they shall be differently administered.

It is open to question if the county is the natural, or justifiable, unit for either an educational or disciplinary feature of administration. Its officials are not charged with educational duties. They cannot be expected to supply the supervision or to make the provision for any sort of school. The requirement of professionally equipped superintendents of the public schools marks the State's reliance upon school men to conduct and control the schools, and county commissioners are not school men. On the correctional side, the county is not a unit for juvenile institutions, the State having long ago taken over this important task.

It is a fair test of any institution to ask whether, if it did not exist, the community would now create it. Whatever may have been the justification for the training schools when begun, it is at least doubtful if, under present standards and organization, there could be made out any sort of a case for their establishment. That they exist proves nothing as to their need.

If they have a justifiable place, it is as a part of the State's school organization. They properly belong under the complete control of the Department of Education; (unless they are institutions for the feeble-minded, in which case they should conform to the standards and the form of control established in the feeble-minded institutions and be assigned to the Department of Mental Diseases; or unless they are correctional institutions for juveniles, in which case they naturally fall under the control of the Division of Juvenile Training in the Department of Public Welfare).

Are they proper correctional institutions? Apparently the service these schools are trying to give is correctional more than educational.

The schools are evidently regarded in certain of the courts, if not prevalently, as institutions for delinquents. Instances are known of courts that seek to substitute the school offence for the delinquent charge in order to commit to the county school, for which they have a preference; the preference is local and not explained, but probably has some ground in the shorter term. The point is that the schools are regarded as serving the same end as the State training schools.

The county schools are not, however, to be ranked with the State schools for delinquents. They lack, in some instances, at least, anything like the equipment for training. They have not the personnel nor the facilities for training of delinquents. They particularly lack the parole outfit, which is essential and which forms a major feature of the Division of Juvenile Training.

The State training schools of Massachusetts are rated widely as a model. They have facilities for grading, the separation into cottages, the individualization of the boy or girl, plus a system of placing out under parole which the counties cannot in the nature of the case rival.

Another inherent weakness of the county scheme is that the control of the child ends with the school age. It is a settled and a fully justified policy of the State that control be retained during minority. It is realized that the period beyond sixteen is one during which the State should keep up its interest, and have that interest expressed in control, if the boy is to be brought in line for correct adult behavior.

The great variation in the resort to the county schools as between various cities and towns is an indication that they do not have to be relied upon. The commitments do not at all follow the proportion of population. Some cities, notably Boston and Cambridge, do not use them at all. The conclusion is unavoidable that the schools *are* avoidable, — that the school attendance problem can be handled successfully in the city itself, with special and disciplinary classes.

To the extent that the county training schools actually exist for school offences, apart from a general delinquency, they are trying to do what can be better accomplished in the local school systems. To the extent that they are localized schools for delinquents, they needlessly substitute for the State schools,

and at a disadvantage in outfit, in method, in length of the period of control, and in parole.

The population is assignable back to the cities and towns for school discipline, or to the State institutions for delinquents, or to the schools for the feeble-minded, to the gain both of the children whose lives are involved and to the State whose taxpayers and general public interests are to be considered.

There are many recommendations the Committee would make should the county training schools be continued under county management.

We believe, however, that the need for county training schools, formerly known as county truant schools, has passed. Their functions can now be more effectively and economically performed by other agencies and institutions conducted by the Commonwealth. Accordingly we recommend their abolition, and that such legislation as may be necessary be enacted to place children confined therein at the time of such abolition in the custody of the Division of Juvenile Training of the Department of Public Welfare.

INDUSTRIAL SCHOOL FOR GIRLS AT LANCASTER.

	Girls.
Population	312
Population January 1, 1921	317
Population January 1, 1919	352
Population January 1, 1911	267
Normal capacity of institution	268

Staff. — There are at this institution 54 officers and 20 employees, with a monthly pay roll of \$5,000.

The annual cost per capita for maintenance is \$465.36, and the food cost per capita is \$64.46 per year.

The Industrial School for Girls at Lancaster is an institution of which the Commonwealth may well feel proud. It lacks any semblance of a place to which young women are committed by the courts, and more closely resembles a girls'

academy, with the young women held in restraint only by the moral influence of the supervisors.

The humane and motherly treatment of those in charge is reflected through the loyalty the young women display toward them on all occasions. Although some of the most unruly type of girls are sent to Lancaster, the superintendent believes "There's something very fine in the worst of them," as she expresses it. Through her manner of appealing to the girls through their senses, the superintendent invariably strikes a responsive chord. Frequently the affection becomes so deep-rooted that girls oftentimes prefer Lancaster to their own homes when eligible for parole. For years after leaving the school many of the young women make a practice of visiting "Auntie," as the superintendent is affectionately referred to by the whole school.

Every case at Lancaster is handled individually, and it is due largely to the personal contact the girls have with the superintendent and their respective cottage matrons that the present régime has been so successful. The Lancaster school is conducted on the cottage plan. Upon their commitment to the institution the girls are assigned to the receiving cottage, and their transfer to other cottages is regulated by their deportment during their first three months at the institution. The merit system determines their stay at other cottages until they are eligible for parole. The last cottage is known as the "Parole" cottage, which is conducted wholly by the girls themselves.

Each cottage is a home within itself. The occupants are divided into groups, and each group has its household duties to perform in addition to attending school daily. Certain hours are set apart for needle work, basketry, manual training and recreation. Some of the more rugged girls do farm work during the season. For infraction of the rules girls are deprived recreation, and are not allowed to attend the amateur theatricals or entertainments frequently held in the school chapel. For running away from the institution, which is regarded as one of the greatest offences, the punishment consists of cutting the girl's hair.

The education given at Lancaster is similar to that at the

public schools. The teaching staff is made up principally of young women trained for the work.

Catholic services are held Sunday mornings and Protestant services Sunday afternoons.

Although all girls sent to Lancaster are delinquents of some type or other, the subnormals are housed at the Bolton cottage, which is more than a mile from the main group at Lancaster. Maintaining Bolton cottage seems extravagant. The majority of those at Bolton should be transferred to one of the schools for feeble-minded maintained by the Commonwealth, and the milder cases removed to one of the cottages in the main group at Lancaster. Taken as a whole, the group at the present time housed at the Bolton cottage is the cause of more trouble than the entire school at Lancaster. Because of its distance from the main group, the Bolton cottage costs as much for maintenance as almost any two of the main group. The weekly pay roll, in addition to maintenance, is more than \$100 weekly.

INDUSTRIAL SCHOOL FOR BOYS AT SHIRLEY.

	Males.
Population	279
Population January 1, 1921	247
Population January 1, 1919	255
Population January 1, 1911	96
Capacity of institution	270

The population by counties follows:—

Barnstable 3	Middlesex 51
Berkshire 3	Nantucket —
Bristol 33	Norfolk 13
Essex 48	Plymouth 10
Franklin 1	Suffolk 65
Hampden 22	Worcester 27
Hampshire 3	

Staff. — The superintendent's report states that there are 65 employees, including superintendent, with an average monthly pay roll of \$4,673.81.

Maintenance. — The annual cost per capita for maintenance based on 1920 costs was \$13.48 weekly, with a food cost per capita of \$2.08 per week.

The Industrial School for Boys at Shirley is for an older class of juvenile delinquents committed by the courts than those found at the Lyman School for Boys at Westborough, though the offences for which they are sentenced are of a similar nature. Like the Lyman School, the school at Shirley is built on the cottage plan, and is filled to capacity at the present time, though capable of development to a 500-basis through the construction of a few additional cottages.

The group of cottages is admirably located and sufficiently far apart for the proper segregation of the various types of juveniles at this institution. The morale at Shirley compares very favorably with the best institutions of its kind throughout the country. Through systematic checking at frequent intervals it is possible for the supervisors of the various groups to detect the absence of any of the boys during the hours they are in their respective cottages, in the workshops, on any portion of the 900-acre farm or at recreation, even though many of the groups during study and working hours may include boys from every cottage on the grounds.

An educational training and character building are first taught the boys at this institution, and later they are given an opportunity to learn a trade which will be beneficial when they are allowed to leave Shirley by the parole department. Courses of instruction under competent teachers are given in machine, carpentry and blacksmith shops for the larger boys, and in as many as fourteen other trades for those of less rugged build. Excavation for buildings, rough masonry work and road construction are done largely by the big boys.

The merit system plays an important part in the time which the boys remain at Shirley, and the follow-up plan is conducted by the same officers of the parole department in the State Department of Public Welfare, who follow up those paroled from the Lyman School for Boys and the Lancaster School for Girls. The boys' behavior at Shirley also determines whether they shall be permitted to play during recreation hours, or whether they may attend the evening entertainments, including motion-picture exhibitions.

A large percentage of the boys avail themselves of a religious training. There are regular weekly Protestant, Catholic and Jewish services. Among the Catholic boys there is a Holy Name Society, which every member of that church has joined.

With the exception of adequate hospital facilities, the Shirley School for Boys has practically all the equipment necessary for the maintenance of an institution of this kind. The hospital building, however, is an old farmhouse, insanitary and unfit for hospital purposes.

LYMAN SCHOOL FOR BOYS AT WESTBOROUGH.

	Males.
Population	462
Population January 1, 1921	454
Population January 1, 1919	491
Population January 1, 1911	324
Serving sentences	462

The population by counties is taken from the annual report. Of a total of 347 commitments for the year 1919-20, the following is the number by counties:—

Barnstable 1	Hampshire 3
Berkshire 11	Middlesex 61
Bristol 35	Norfolk 15
Essex 51	Plymouth 11
Franklin 3	Suffolk 81
Hampden 40	Worcester 35

Staff.—The superintendent's report gives the number of officers, attendants and employees as 100. The monthly pay roll at the institution totals \$7,500.

Maintenance.—The annual cost per capita for maintenance is \$494.94, with a food cost per capita of \$94.03.

The Lyman School for Boys at Westborough is for the industrial training of the younger juvenile delinquents. The institution meets practically all the requirements for which it is intended. Its population of approximately 500 boys, ranging anywhere from eight to fifteen years old, is regarded by au-

thorities upon such institutions as the proper maximum number for most effective administration, being large enough to secure all the advantages of quantity buying, and small enough to enable the superintendent to personally supervise the work and conduct of each individual.

Commitments to the Lyman School are principally for breaking and entering, larceny or delinquency. After eight months at the institution boys are eligible for parole through the merit system, providing they secure 4,000 credits. Infraction of the rules operates against the boy. He loses a certain number of credits for each offence, but it is only when he persists in doing wrong that he is deprived of privileges. Corporal punishment is administered only to the obstreperous in extreme cases, and then only by the superintendent or his assistant and in the presence of at least one witness. There is a disciplinary cotage on the grounds for those who continually make trouble.

Character building is the first thing instilled into the boys upon their commitment to the Lyman School. An education and trade follow. The education is similar to that given in a grammar school. For a trade the boys are ordinarily given their choice of learning shoemaking, the manufacture of furniture, or cabinet work, all of which is under the watchful eye of competent instructors. Many of the boys are taught farming, and work before and after school hours in the cow barn, where there are 75 head of cattle, or on the 485-acre farm, of which 213 acres are under cultivation.

After complying with the requirements to the school and securing the necessary number of merits, the boys are paroled, and may go home or to the home of some foster parents. Investigation by the parole department determines to which home the boys may go. If the boy is to go to his own home, the parents must be in a position to handle him, and the surroundings generally must be satisfactory to the parole department's salaried visitors. Otherwise the boy is given an opportunity of going to the home of foster parents, providing those anxious to secure the boy have the approval of the parole department after being recommended by three responsible parties in the town in which they reside, including the clergyman of the denomination of which the boy and his own parents are mem-

bers. When a boy must go to a local school after leaving the Lyman School, his board, which averages \$3 weekly, is paid. About 98 boys are out and attending school. From the wages received by boys working out, the boys are allowed a small portion. The remainder is banked under the direction of the superintendent of parole, and given to the boy when he becomes of age. At the present time the fund banked by the superintendent of parole is about \$18,000.

Whether the boy goes to his own home or to that of foster parents, his course is carefully watched by the parole visitors, and unless his general behavior is satisfactory he is returned through the follow-up system of the parole department.

During their stay at the Lyman School, the boys' physical condition is carefully safeguarded. A physician calls daily at the school, and upon examination determines whether those complaining of any illness are to be sent to the well-equipped hospital. A dentist is at the school four days weekly examining and treating the teeth of the individuals. Mental tests are made by teachers who specialize in that work, and special cases are sent to the Psychopathic Hospital at Boston or studied by the psychopathic doctor for the Juvenile Court at Boston.

After the regular school and working hours the boys are given time for outdoor recreation under the direction of attendants from their respective cottages when the weather permits, and during stormy weather the boys go to the gymnasium. At frequent intervals there are entertainments, at which music is furnished by the school band.

ESSEX COUNTY TRAINING SCHOOL AT LAWRENCE.

	Males.
Population	131
Population January 1, 1921	129
Population January 1, 1919	141 ¹
Population January 1, 1911	153
Serving sentences to-day	131
Capacity of institution	140

¹ Including 6 females.

All the present inmates are from Essex County.

Staff. — The training school staff comprises 5 officers and 15 employees. The monthly pay roll is \$1,620.38.

Maintenance. — The gross per capita cost of maintenance for the year ending December, 1920, is given by the superintendent in his report to the Committee as \$411.73. The cost for food per capita during the same period was \$69.43. The figures, however, do not include the farm products raised at the school.

Although the Essex County Training School at Lawrence reaches a higher degree of efficiency than almost any other county training school, it lacks many of the essentials requisite for an institution of this kind. The educational facilities afford little more than the equivalent of an ungraded class.

Being built on the congregate plan, the Essex County School is unsuited to the classification and treatment of juvenile offenders, and the various types of youthful inmates are allowed to mingle in large and small groups to the detriment of the younger boys appearing there for the first time.

Regardless of the difficulties under which the management of the institution labors, there seems to be better morale than there is at any of the other county training schools, with the possible exception of the Middlesex County Training School at North Chelmsford. The school officials at the Lawrence school do the best they can under the circumstances, and labor incessantly in the interest of the boys under their care for the purpose of remedying whatever defects they detect through their associations with the youthful offenders. Besides providing them with an opportunity for an education, such as it is, the official staff teach the boys to make shoes, operate a small printing plant, and care for live stock, as well as work the farm, and in return for the aptitude the juveniles display they are allowed reasonable time for recreation and permitted to attend entertainments. The best boys are given an opportunity to join the school band.

According to the superintendent's figures, the net cost of maintenance of the training school is \$6.22 weekly, while the gross cost is \$1.50 a week additional.

HAMPDEN COUNTY TRAINING SCHOOL AT FEEDING HILLS.

	Males.
Population	60
Population January 1, 1921	52
Population January 1, 1919	49
Population January 1, 1911	29
Capacity of institution	100

The population by counties follows:—

Berkshire	2
Hampden	58

Staff.—The school staff comprises three officers and ten employees. The monthly pay roll totals \$800.

Maintenance.—The weekly cost per capita for maintenance is given in the superintendent's report as \$7.38, while the weekly per capita cost for food is \$1.71.

The Hampden County Training School at Feeding Hills is an example of what a training school should not be. It lacks practically every essential necessary for successful administration, as well as every opportunity for classification according to age, mental capacity and the possibility of reformation. Its management is unskilled.

Little of a constructive nature is done for the group of small boys at the Feeding Hills School. The educational facilities are very limited and have little in common with the elementary schools in the cities and towns throughout the county. The teachers elect their own method of instruction. Because of the location of the school, some distance in the country, and because of the small salaries the county pays, it is impossible to secure experienced teachers and supervisors.

There is little or nothing at the Feeding Hills school to encourage the juveniles sent there, due largely to the inability of the management to handle individual cases.

For even the slightest infraction of the school rules severe punishment is administered by whoever happens to observe the violation, and the punishments are reported to the superin-

tendent in such a desultory manner that he makes no record whatever of the number or the individual offences.

The Hampden County Training School is built on the congregate plan, and, in the opinion of many authorities, was out of date when the construction was started. The boys' dormitories on the upper floors are not suited for the purposes for which they are intended, and there, as in other parts of the school, nothing is done for the proper segregation of the various types of juveniles. When the Committee visited the institution for the first time early in the year complaints were made that the boys were locked in the dormitories, and, regardless of the danger of such a condition in case of fire, the practice was in existence when the Committee made another visit to the school later in the year.

MIDDLESEX COUNTY TRAINING SCHOOL AT NORTH CHELMSFORD.

	Males.	Females.	Total.
Population	83	1	84
Population January 1, 1921	93	-	93
Population January 1, 1919	111	-	111
Population January 1, 1911	182	-	182
Capacity of institution	200	-	200

The population by counties follows:—

Middlesex	78
Suffolk	6

Staff.—The school staff, besides the superintendent, comprises 4 masters, 1 farm superintendent, 1 engineer, 1 fireman, 1 baker, 1 storeroom keeper, 1 head matron, 6 matrons, 3 (female) teachers, 1 (male) teacher, 1 part-time (male) teacher, 1 clerk, 1 dentist, 1 parole officer, — a total of 25 employees. The monthly pay roll is \$1,786.31.

Maintenance.—The annual cost per capita for maintenance is given as \$9.53 per week, with a food cost per capita of \$1.65 per week.

The Middlesex County Training School at North Chelmsford is the only county training school built on the cottage plan,

and affords opportunities for classification of the boys by age and possibility of reformation. The buildings are in good condition, and the equipment is adequate for the purpose of treatment of the class of youthful offenders sent to such an institution, but because of the salaries allowed the superintendent is handicapped to a considerable extent in the selection of the type of instructors necessary for the proper training of the boys.

The Middlesex County Training School is the only one of the five county training schools which has the services of a parole officer, but lacks many of the other requisites necessary for the proper training and care of those committed. The boys are held at the school for an average of one year and ten months. They are paroled for good behavior, and until they are sixteen years old are under the supervision of the parole agent. For punishment the boys are deprived of the privilege of amusements, and corporal punishment is administered only as a last resort.

Cambridge is the only municipality in Middlesex County which does not send its juvenile offenders or truants to the school at North Chelmsford, and this is due to the fact that the superintendent of schools in that city has successfully demonstrated the fact that boys and girls of school age may be handled under the local school system if the school departments are willing to allow a reasonable amount annually for prevocational training. One of the features of the institution is the school band, made up of picked boys from each of the cottages.

NORFOLK, BRISTOL AND PLYMOUTH COUNTIES UNION TRAINING SCHOOL AT WALPOLE.

	Males.	Females.	Total.
Population	63	-	63
Population January 1, 1921	62	-	62
Population January 1, 1919	46	-	46
Population January 1, 1911	51	-	51
Serving sentences	63	-	63
Capacity of institution	50 to 53	-	50 to 55

The population by counties follows: —

Norfolk	.	.	.	.	.	.	.	17
Bristol	.	.	.	.	.	.	.	38
Plymouth	.	.	.	.	.	.	.	8

Staff. — The school staff includes the superintendent, 1 head matron, 2 teachers, 4 matrons of departments, 1 assistant superintendent, 1 farmer, 1 teacher of manual training (two days per week), 1 Catholic chaplain, 1 Protestant chaplain, — a total of 13. The monthly pay roll of the institution averages \$695.

Maintenance. — The annual cost per capita for maintenance is \$406.12. The annual food cost per capita is \$82.33.

Juveniles at the Union Training School for Boys for Bristol, Norfolk and Plymouth counties at Walpole are housed on the top floor of what the Committee regards as a veritable fire trap. The school building, a three-story frame structure with wooden fire escapes erected some fifty-six years ago, is located on the summit of one of the hills in the town, and practically inaccessible for fire apparatus whenever the roadway to the top of the hill is covered with snow or ice.

All the school activities are within the one building. The administration offices, kitchen and dining rooms are on the first floor, the classrooms on the floor above, and the sleeping quarters on the third floor. There are no hospital facilities. The quarters formerly used for hospital purposes are now utilized for manual training, and hospital cases are sent to the Norwood hospital.

The school is maintained by the three counties, — Bristol, Norfolk and Plymouth, — and has for its board of trustees the chairmen of the three county commissions. Each city and town in the counties is required to pay \$2 weekly for boys sent from the municipality, and the difference in the cost of maintenance is levied proportionately upon the counties.

Although the school has a staff of three teachers, together with one manual training instructor two days weekly, the courses do not compare favorably with those at the training schools for boys maintained by the Commonwealth. The only entertainment consists of an occasional concert.

The superintendent personally punishes the boys for infraction of the rules. For insubordination, impudence, fighting or running away from the school the superintendent uses a piece of window cord, administering as many lashes as he believes the offence deserves. For minor offences the boys are deprived of recreation hours.

The majority of the boys at the school are from Bristol County, and one-half the number from that county are from Fall River and New Bedford.

The school property covers some 55 acres, of which 14 are under cultivation. Two-thirds of the land is on the top of the hill surrounding the school, while the remainder is on a lower level.

WORCESTER COUNTY TRAINING SCHOOL AT OAKDALE.

	Males.
Population	56
Population January 1, 1921	53
Population January 1, 1919	65
Population January 1, 1911	63
Capacity of institution	80

All inmates are from Worcester County.

Staff. — There are a total of 10 officers, attendants and employees as follows: superintendent, matron, teacher, manual training instructor, cook, farmer, laundress, seamstress, supervisor, assistant matron. The total monthly pay roll is about \$700.

Maintenance. — The annual cost per capita for maintenance is \$296.59. The annual per capita cost for food is \$87.36.

Seventy-five per cent of the juveniles committed to the Worcester County Training School at Oakdale are sent from the city of Worcester, where one of the best-equipped school departments in the Commonwealth has all the facilities for handling boys of this type.

Although one of the primary objects of the institution is to educate boys sent there, the school is badly handicapped from an educational viewpoint. Its teaching force is made up pri-

marily of student teachers from the normal school. These are transferred at intervals of five or six weeks, and every time a change is made there is considerable time lost in rearranging the studies. The distance of the school from the nearest village, and the inability of the institution to pay adequate salaries, operate against securing other than ordinary teachers.

The boys at the school are divided into two groups. Each group spends one-half day in class and the other half day in the manual training rooms or on the large farm, of which 20 of the 80 acres are under cultivation.

Although the school has a normal capacity of anywhere from 80 to 100, there never has been a time when there was more than 65 per cent of that number committed. Every year the city of Worcester, which pays only a small percentage of the cost of maintenance, supplies a large majority of the boys, and the entire county bears the expense.

Practically 18 per cent of the boys committed during the past year were sent back for a second time because of some infraction or other.

The school is a large wooden building, three stories in height. The dormitories are on the second floor, and hospital rooms with fifteen beds on the third floor. Fire escapes or other means of egress in cases of emergency are lacking, regardless of the fact that the nearest piece of fire apparatus, an antiquated model, is more than a mile away, and there is no watchman about the property at night.

Religious services are provided for the Protestant and Catholic boys each Sunday in the chapel.

Musicals, stereopticon lectures and amateur plays are given at least once a month.

STATE AGRICULTURAL COLLEGE AND THE COUNTY AGRICULTURAL SCHOOLS.

The Committee visited the Massachusetts Agricultural College in order to ascertain the relation of that institution to county institutions. Our investigation revealed that there is little if any duplication of service between the county agricultural schools and the State college. The Two-year Short Course, established in 1917, is limited by law to students seven-

teen years of age or over, while the county agricultural schools are limited to students fourteen years of age or over. The average age of the 300 short course students at the college is over twenty. They are a comparatively mature group.

It should be mentioned here that the Massachusetts Agricultural College maintains a vital and effective relation to the various county agricultural institutions. Through its extension department it renders invaluable assistance and leadership to the county farm bureaus in planning and executing projects for the advancement of agriculture and home life. Of the 40 men and women in the county extension service, 9 are graduates of the college; of the 34 teachers in the county agricultural schools, 15 are graduates; and of the 20 teachers in the agricultural departments of high schools, 14 are from the State college. These facts reveal a real contribution to county work.

For some years past the college has allowed individual graduates from the county schools to take special courses at the college. This was right and proper. Last year, however, an agreement was entered into between the college and the schools by which "superior" graduates of the county agricultural schools can enter the college to take four years of work as candidates for a special degree. There are two or three such students now at the college. This arrangement is viewed by many with real concern, and the committee seriously questions the wisdom of it. If retained, it should be administered in accordance with the spirit and aims of the college, and with modern educational tendencies. It marks a drift away from the original vocational purposes of the schools.

The county agricultural schools were established as distinctly vocational and finishing schools for students over fourteen years of age. The supposed aim is to fit graduates to go back to the farm as farm workers in the county. A catalogue of one of the schools states that —

This is a school for the farmer's boy who intends to stay on the farm, and for any other boy who wants to become an intelligent farmer. The purpose of this school is not to give a general education, not to fit young people to enter any higher institution, but to qualify them to become capable farmers, gardeners, dairymen, fruit growers or poultrymen.

This shows a worthy and definite aim. It shows also that these schools were never intended to duplicate the work of the regular high schools, the definite aim of which is to give a general education and to prepare for college. Any deviation or expansion from the original purpose, therefore, should be scrupulously avoided until such change be permitted by act of the Legislature.

It seems to the Committee that the county agricultural schools should be limited strictly to the specific vocational purpose for which they were created. The service they are able to render is urgently needed in the counties, and should be of inestimable value. They have a legitimate work to do. It is for those in charge of the schools to see that they serve their several localities as purely vocational finishing schools in agriculture.

The county officials at the present time evidently expect the Department of Education to exercise jurisdiction of the county agricultural schools only so far as is necessary to enable the Department to approve for purposes of State and Federal reimbursement. Since the State, however, is contributing to these schools, and in accordance with a wise theory that all public education should be unified, it is the opinion of the Committee that the Commissioner of Education should be a member of the various county school boards of trustees.

Lack of uniformity in the county system of accounting in the agricultural schools and in the financial reports to the Legislature render difficult any financial comparison one with the other. The schools should adopt a uniform system of accounting, to the end that unfair comparisons may be avoided.

BRISTOL COUNTY AGRICULTURAL SCHOOL AT DIGHTON.

	Males.
Population	69
Population January 1, 1921	54
Population January 1, 1919	46

Staff. — The school staff includes 5 regular instructors, 3 regular agents, 2 clerks, 1 janitor, 2 dining-room employees and

the director. Pupils of the school are on pay outside of the regular class hours. The pay for pupils during the fall and winter term ranges from 15 to 25 cents an hour, and through the summer term, for those pupils who are employed at the school farm, the pay ranges from \$40 to \$65 per month. Nothing is provided for the pupils except books and schoolroom supplies. The total pay roll amounts to about \$1,987 per month. The per capita cost is \$243 annually.

The Bristol County Agricultural School at Dighton enjoys the distinction of being one of the most practical and efficiently managed institutions of its kind among county agricultural schools. It is a center where a practical agricultural training is given in addition to as much of a theoretical education as the management believes is conducive to the welfare of the school.

The school is located on a fertile farm with all the equipment necessary for successful operation with up-to-date machinery. The farm at the height of the season illustrated the intensity with which the students applied themselves under the supervision of a practical staff of instructors. About one-half the area of the 135-acre farm is cultivated by the students, either as a part of their regular class work or as part-time employees of the school before and after school hours. Through their ability to work for a portion of the day on the farm, many of the students are not only enabled to become more practical agriculturalists, but they also get an opportunity of earning enough to pay their living expenses while taking the course.

Agricultural authorities regard the school at Dighton as the best example of county agricultural schools in this Commonwealth because of the course of training on the farm as well as in the classrooms. It is the one institution of its kind which is not dominated by the influence of county commissioners, but is managed under the supervision of a board of trustees of far-reaching vision and highly interested in the study of agriculture.

The administration and all other buildings in the Bristol County Agricultural School group are exceptionally well adapted for school work. The work of the school, in addition to the class and agricultural work in the school proper, consists of extension work with adult farmers and young people interested in farming and home-making throughout the county.

ESSEX COUNTY AGRICULTURAL SCHOOL AT DANVERS.

	Males.	Females.	Total.
Population	157	87	244
Population January 1, 1921	111	69	180
Population January 1, 1919	70	20	90

Staff. — In addition to the director, the staff includes 26 teachers and 3 extension service agents, superintendent of grounds and 3 employees, and farm superintendent and 5 farm employees. The monthly pay roll for the regular staff amounts to approximately \$4,000 a month, while the weekly pay roll for the superintendents and employees on the grounds and farm is \$300 weekly.

The maintenance cost is figured at a per capita cost of \$260 annually for the past school year.

The Essex County Agricultural School at Danvers is the largest, best attended and most expensively managed of the county agricultural schools in the Commonwealth. Its female students number about twice as many as all the students in either of the other county agricultural schools, and there are about twice as many boys as there are girls at the Essex County School.

The girls are at the school principally for the home economics courses. Out of a class of 111 girls, all except two are in the various classes in home-making studies, while the two are in the agricultural department. Practically every high school in the various cities and large towns throughout the county offers the same studies to the girls that the female students at the Essex County School take up, regardless of the fact that the head of the institution figures that the cost of educating pupils at the school amounts to \$260 per capita annually. Like other county agricultural schools, the tuition is free for those who live within the county, but for some reason or other the tuition fee charged students from outside the county is only \$200, or \$60 a year less than the per capita cost for education.

Located on a 112-acre plot, the school utilizes for cultivation purposes about 45 acres. In addition the school leases the old

General Putnam farm, a short distance from the school group, for \$450 a year, and gets approximately \$3,500 worth of farm products. The work on both farms is done principally by the students inside and outside class hours. For all work done outside class hours, either on the farm or in the care of the live stock, the students are paid anywhere from 15 to 28 cents an hour. During the past year the crops raised on both farms were valued at \$8,000.

NORFOLK COUNTY AGRICULTURAL SCHOOL AT WALPOLE.

	Males.
Population	58
Population January 1, 1919	26

Staff. — The staff includes the director and 7 instructors, 3 extension agents and a farm superintendent.

The monthly pay roll for the school is \$2,800.

The maintenance cost is figured at \$540 per capita annually for the past school year, based on the number of students.

The Norfolk County Agricultural School at Walpole some day will branch out as a college if the management of the institution is allowed to expand its activities at the rate they are progressing at the present time. Although boys of fourteen years are admitted, the curriculum has been developed to such an extent that the studies during a four-year course include practically all instruction given in a two-year course at the Massachusetts Agricultural College at Amherst.

Although the school was originally established as an agricultural school, only one-half the curriculum is devoted to agriculture. The remainder of the course includes the study of general science, physics, chemistry, English, history, civics and mathematics.

Regardless of the opportunities offered the boys and girls of the county, the attendance is small. The entire membership at times is scarcely larger than that of a single classroom in an elementary school. Six boys constituted the graduation class at the last Commencement.

The school is located on a 55-acre farm, which is by no means the most fertile spot in Norfolk County, and while the school building represents a large expenditure of the taxpayers' money, many of the class and laboratory rooms located on the ground floor are poorly lighted and ventilated. The dairy barn, poultry instruction building and all other buildings on the property are in keeping with the administration or school building, as is the boarding house and dormitory, where twenty-three cot beds are crowded into a space 40 feet in length and 20 feet in width.

In a small way the school attempts to emulate the Massachusetts Agricultural College through the activities of extension and farm bureau departments.

STATE AND COUNTY TUBERCULAR SANATORIA AND INFIRMARIES.

The Commonwealth maintains four large sanatoria well distributed geographically. They are located at North Reading, Lakeville, Rutland and Westfield. These institutions were intended for the treatment of incipient cases, and have limited equipment for the care of advanced cases. They have long since been outgrown and have not sufficient accommodations to provide for the heavy demands being constantly made upon them.

In addition to the hospitals maintained by the Commonwealth there are six county tubercular hospitals now maintained, respectively, by the counties of Barnstable, Bristol, Essex, Norfolk, Plymouth and Hampshire, the latter also receiving patients from Hampden, Berkshire and Franklin. These institutions are more modern, and with greatly improved hospital facilities are well adapted for the care of all classes of tubercular patients. The county of Middlesex has acquired land for a tubercular hospital in the city of Waltham.

There seems to be a wide variance of opinion among county commissioners as to the meaning and purpose of section 81 of chapter 111 of the General Laws. In Hampshire County there has been erected a modest institution with accommodations for 46 patients at a cost of \$67,847.86, or a per capita bed cost of \$1,475. In Essex County the commissioners have erected one

of the finest tubercular hospitals in America to accommodate 208 patients at a cost exceeding \$1,350,000, or a per capita bed cost of \$6,490.

In 1916 the law was repealed requiring cities to maintain tubercular hospitals, but under that law many of our cities had provided themselves with such hospitals. The result is that there is considerable overlapping between county and municipal hospitals, which is proving a heavy burden upon the taxpayers in return for the service received.

The Committee finds that there is much confusion and a good deal of dissatisfaction with the present treatment of the tubercular problem in the Commonwealth. On account of the complexity of the problem and the immense amount of other work confronting the Committee, it does not find itself in a position to suggest the remedy for the present situation, but recommends the appointment of a committee to make a thorough investigation and study of this most important problem.

It further recommends the repeal of so much of section 81 of chapter 111 as compels the county commissioners to erect one or more hospitals in their respective counties.

BARNSTABLE COUNTY INFIRMARY AT POCASSET.

	Males.	Females.	Total.
Population	11	14	25
Population January 1, 1921	10	15	25
Population January 1, 1919	11	15	26
Population January 1, 1911	2	2	4
Capacity of institution	14	18	32

The population by counties follows:—

Barnstable 17	Norfolk 1
Bristol 4	Middlesex 2
Essex 1	

Staff.—The hospital staff comprises 1 officer, 3 nurses and 10 employees. The total monthly pay roll is \$1,070.25.

Maintenance.—The weekly cost per capita for maintenance is \$24, with a food cost per capita of \$12.

The Barnstable County Infirmary at Pocasset is one of the smallest of the county hospitals in the Commonwealth, and is utilized for the treatment of hospital and tubercular cases. Although of frame construction, the hospital buildings represent an outlay of approximately \$3,408 for each of the thirty-two beds in the institution. The hospital has cost the people of Barnstable County \$109,077.23, including improvements made during the present year.

From the entire county of Barnstable there are only 17 patients. In addition there are 4 from Bristol County, 2 from Middlesex County, and 1 each from Norfolk and Essex counties.

BRISTOL COUNTY HOSPITAL AT ATTLEBORO.

	Males.	Females.	Total.
Population	45	36	81
Population January 1, 1921	31	50	81

All inmates are from Bristol County.

Staff. — There are two officers, the superintendent and treasurer, 6 nurses, and from 22 to 25 other employees. There are two pay rolls. The monthly pay roll is \$545.74, and the weekly pay roll will average \$500.

Maintenance. — The cost per capita for maintenance is \$12 weekly, and the food cost per capita totals about \$9.03 weekly.

The Bristol County Tuberculosis Hospital at Attleboro is filled to capacity with patients from that county. It is of wooden construction, equipped with a sprinkler system for fire protection.

Based upon the capacity of the hospital, the establishment cost the county an average of \$3,668 per bed. The cost to September 1 for the hospital and land was \$297,133.68.

ESSEX COUNTY TUBERCULAR SANATORIUM AT MIDDLETON.

	Males.	Females.	Total.
Population	76	39	115
Capacity	80	80	160

Staff. — The hospital staff includes the superintendent and assistants, nurses, orderlies and other employees, numbering in all, 72. The total weekly pay roll averages \$1,152.50.

The maintenance cost for patients is, \$26.65 weekly, while the food cost weekly is figured at \$6.72.

The Essex County Sanatorium for tubercular patients at Middleton is the last word in tubercular hospital construction and equipment, according to eminent authorities on architecture in Massachusetts. The entire establishment, with its elaborate furnishings and costly surroundings, is the most palatial hospital in the Commonwealth, and one where the expenditure of the taxpayers' money was unstinted. Nothing was left undone in the selection of a site nor in the building of the plant to make the hospital the best that money could buy. No sanatorium in the country has more up-to-date equipment. Its cost is approximately as much as the combined value of all other county hospitals in Massachusetts, and plans are underway for further and more expensive development. According to figures furnished up to the present time the sanatorium has cost the county for land and buildings some \$1,350,000. What the total cost will be for completing the plant will depend wholly upon the judgment of the county commissioners, who pride themselves upon the fact that the Essex County Sanatorium has no equal in New England.

Because five of the largest cities in the county — Lynn, Salem, Lawrence, Haverhill and Newburyport — have their own municipal tubercular hospitals and are exempted from contributing toward any part of the expense, the burden for building and maintaining this great undertaking falls principally upon the towns of Essex County. The hospital is by far too much of a financial problem for the cities and towns in what is known as the hospital district, and naturally there is much dissatisfaction among the municipalities which must bear the excessive burden. Under the existing conditions the hospital is limited to charging patients from within the county only for treatment and care, which is figured at approximately \$9.10 weekly, while the maintenance cost of the institution was \$26.65 per week for each patient in November, 1921, and the food cost alone is placed at \$6.72 a week.

The hospital was originally intended for the accommodation of 98 patients, but when the plans were drawn the number was greatly increased. The hospital now has a capacity of 160 beds, 80 for males and an equal number for females. Based on the bed capacity of the sanatorium, the cost per bed for establishing the institution is \$8,437.50.

HAMPSHIRE COUNTY SANATORIUM AT HAYDENVILLE.

	Males.	Females.	Total.
Population	23	14	37
Population January 1, 1921	20	11	31
Population January 1, 1919	17	8	25
Population January 1, 1911 ¹	—	—	—
Capacity of institution	—	—	46

¹ Not in existence.

The population by counties, as patients were admitted during the year 1920, follows: —

Hampshire 40	Franklin 15
Hampden 12	Berkshire 3

Staff. — The staff, besides the superintendent, includes 4 nurses, 11 service employees and 2 others. The weekly pay roll ranges from \$170 to \$180.

Maintenance. — The weekly cost per capita for maintenance is given by the superintendent as about \$18.43, with a food cost per capita of \$7.91.

The Hampshire County Sanatorium at Haydenville for the care of tubercular patients is the most inexpensive institution of its kind in the Commonwealth as far as the outlay of money for its establishment is concerned. The cost for the entire plant, land as well as buildings, figures \$67,847, and represents an expenditure of \$1,475 bed.

Patients at this hospital are principally from Hampshire County, although the three other western counties send tubercular patients to the sanatorium through arrangements with the Hampshire county commissioners.

Patients residing within the county are charged \$10.50 weekly. At the sanatorium there is a scale of three prices, \$10.50 weekly for residents of the county, \$18.50 for those from outside the county, and \$25 a week for former service men sent there by the Federal government.

NORFOLK COUNTY HOSPITAL AT BRAINTREE.

	Males.	Females.	Total.
Population	33	20	53
Population January 1, 1921	29	18	47
Capacity (8 children)	38	24	70

The population by counties follows:—

Norfolk	50
Suffolk	2
Plymouth	1

Staff.—The superintendent's report states that the employees, including superintendent, numbered 49 resident and 6 non-resident. The monthly pay roll inside the institution is \$3,188.03, and \$772.25 outside,—a total of \$3,960.28.

Maintenance.—The cost per capita for maintenance is given as \$29.14 per week, with a food cost per capita of \$5.99 per week.

The Norfolk County Hospital at Braintree for the care of tubercular patients is modern and practically complete in its appointments, and has accommodations for 39 male and 24 female patients in addition to beds for 8 children patients.

The institution cost the taxpayers of Norfolk County \$365,000, which means that the per capita bed cost of the hospital was \$5,140. Although the officials of the sanatorium figure that it costs \$29.14 weekly for the care of each patient, the hospital charges patients from outside the county \$25 weekly and those from within the county \$9.10. The hospital receives the same as other institutions for former service men sent there by the Federal government, which is \$25 weekly.

In addition to being superintendent, the head of the hospital is also treasurer of the institution. The Committee is strongly

of the opinion that it is not good business practice to have any officer of the hospital act as treasurer, as this function should be discharged by the county treasurer.

PLYMOUTH COUNTY HOSPITAL AT HANSON.

	Males.	Females.	Total.
Population	32	25	57
Capacity of institution	-	-	66

All except four patients are from Plymouth County.

Staff.—The hospital staff comprises a total of 34 doctors, nurses and employees. The monthly pay roll totals \$2,500.

Maintenance.—The weekly cost for maintenance per capita is given as \$28, with a food cost per capita of \$6.72.

The Plymouth County Hospital at South Hanson for the care of tubercular patients is one of the most beautiful and complete of its kind in any county in the Commonwealth. Based on the number of beds in the hospital, the institution cost the taxpayers of Plymouth County \$7,862 per bed. The cost of the entire hospital and grounds, covering some 53 acres, was \$518,896.64. The accommodations for patients are limited to 66.

Two years ago last June the hospital was opened for the admission of patients, and the plant therefore is in the early stages of development. The number of patients is within nine of the normal capacity.

SUMMARY OF RECOMMENDATIONS.

1. That there be established in the Department of Correction a Commission of Correction which shall have general supervision and management of the inmates of the State and county penal institutions. Upon the organization of the proposed commission the Commonwealth shall assume the cost of maintenance of said county institutions, and the Commission shall be further empowered with authority to make rules and regulations for the government, discipline and instruction of the inmates, and to discontinue, close or reopen any institution under its jurisdiction.

2. That the use of the present State Prison be discontinued and that a new prison be immediately erected. That the location best adapted for this purpose in the opinion of the Committee is Bridgewater, where the State now owns a tract of land of 1,400 acres, of which only about two-thirds are under cultivation. That this location is both accessible and available, and the Commonwealth would be saved the expense of acquiring additional land.

3. We recommend the abolition of the county training schools, and that such legislation as may be necessary be enacted to place children confined therein at the time of such abolition in the custody of the Division of Juvenile Training of the Department of Public Welfare.

4. That a committee of the Legislature be appointed to make a thorough study and investigation of the tubercular problem in the Commonwealth.

5. That so much of section 81 of chapter 111 as directs the county commissioners to erect one or more tubercular hospitals in their respective counties be repealed.

ALVIN E. BLISS.
FRANK L. BRIER.
GEO. D. CHAMBERLAIN.
WESLEY E. MONK.
WALTER E. McLANE.
JAMES A. GOODE.
FRANK N. COULSON.
FREDERIC W. KINGMAN.
JAMES T. BAGSHAW.
WALTER T. CREESE.
CLARENCE P. KIDDER.

BOSTON, MASS., December 15, 1921.

We dissent from the report of the Committee in part, and from the recommendations of the Committee for proposed legislation.

HARRY A. COOKE.
EDWIN G. NORMAN.

I dissent in full from above report.

DEXTER A. SNOW.

MINORITY REPORT.

In regard to the foregoing report I feel obliged to state that at the proper time there are certain amendments to the proposed legislation in regard to the penal institutions of county and State which I shall offer.

I am not entirely in agreement with the rest of the Committee in their recommendation as to the change in location of the State Prison.

I dissent from the recommendation to place truant children of the counties in the custody of the Department of Public Welfare, and I do not share at all in the views stated under the head of the agricultural schools, either as to their conclusion in regard to the Massachusetts Agricultural College or in their criticism of the county agricultural schools.

ROLAND D. SAWYER.

PROPOSED LEGISLATION.

AN ACT TO PROVIDE FOR THE MORE EFFECTIVE AND ECONOMICAL ADMINISTRATION OF PENAL INSTITU- TIONS.

SECTION 1. Section one of chapter twenty-seven of the General Laws is hereby amended by inserting after the word "control," in line two, the words: — except as otherwise expressly provided, — so as to read as follows: — *Section 1.* There shall be a department of correction, under the supervision and control, except as otherwise expressly provided, of a commissioner of correction. The commissioner shall be the executive and administrative head of the department, and shall receive such salary, not exceeding six thousand dollars, as the governor and council may determine. Upon the expiration of the term of office of a commissioner, his successor shall be appointed for three years by the governor, with the advice and consent of the council.

SECTION 2. Said chapter twenty-seven is hereby further amended by inserting after section four the following new section: — *Section 4A.* There shall be in the department a commission of correction, consisting of the commissioner who shall be chairman, and four associate commissioners to be appointed by the governor, with the advice and consent of the council, for terms of three years, except that two of the initial appointees shall serve for two years, and two for one year. One of the associate commissioners shall always be a county commissioner and another a sheriff. The associate commissioners shall each receive a salary of one thousand dollars and shall be reimbursed for actual expenses incurred by them in the performance of their official duties.

SECTION 3. Chapter one hundred and twenty-four of the General Laws is hereby amended by striking out section one and inserting in place thereof the following: — *Section 1.* The commissioner of correction, in this chapter called the commissioner, shall have the general supervision of the state prison, the Massachusetts reformatory, the prison camp and hospital, the state farm and the reformatory for women, and of jails and houses of correction. He shall also from time to time cause to be printed in convenient form the rules of the board of parole and the

statutes relating to the duties and powers of said board, and shall annually during the month of January cause to be mailed one copy thereof to each justice of the superior and district courts, each trial justice, each sheriff and to each master, keeper, warden or superintendent of the penal institutions in the commonwealth, and to the commission on probation two hundred copies thereof.

SECTION 4. Said chapter one hundred and twenty-four is hereby amended by inserting after section six the following new section: — *Section 6A.* The commission shall counsel and advise the commissioner on all matters of policy relating to the supervision and control of all penal institutions in the commonwealth. It shall have full and free access to all of said institutions and to all books, records and documents in the custody of the department or of any officer or employee of any of said institutions. No institution under the control or supervision of the department shall be established, removed, closed, discontinued or reopened without the approval of the commission. No contract made by the department, or by any officer or employee of a penal institution under its supervision and control, for the erection, repair or removal of buildings or other structures involving the expenditure of one thousand dollars or more, shall be valid until approved by the commission. The commission shall make rules for the direction of the officers of such institutions in the performance of their duties, for the government, discipline and instruction of the convicts therein, for the custody and preservation of the property connected therewith, for the supply of food, clothing and bedding in such institutions, for teaching prisoners who are committed to a jail or house of correction for six months or more to read and write, for securing proper exercise for unemployed sentenced prisoners in jails and houses of correction, and for securing medical examination and supervision of prisoners in jails and houses of correction punished by solitary imprisonment. As soon as may be after such rules have been made the commissioner shall submit copies thereof to the governor and council, who may approve, annul or modify them. The commission may also make such classifications, consolidations and rearrangements of existing institutions or that may hereafter be established as will promote economical administration in the application of sound principles of penology. It may also designate the particular purpose for which such institutions are to be used, the class of inmates to be committed thereto, the industries to be maintained therein, and provide for

the education and treatment of the inmates. It may formulate rules as to transfers among the various institutions in accordance with the provisions of law relating thereto. It shall provide, where necessary, suitable and convenient places of detention for persons held for trial, and the commission shall in all other ways insure the proper treatment, government, discipline, instruction and employment of the inmates of such institutions.

SECTION 5. Section forty-nine of chapter one hundred and twenty-five of the General Laws is hereby amended by inserting at the beginning thereof the words: — Subject to the provisions of section six A of chapter one hundred and twenty-four, — so as to read as follows: — *Section 49.* Subject to the provisions of section six A of chapter one hundred and twenty-four, all contracts on account of the state prison, Massachusetts reformatory, reformatory for women, prison camp and hospital and state farm shall be made by the warden or superintendent in writing, and when approved in writing by the commissioner shall be binding. The warden and superintendents, or their successors, may sue or be sued upon any contract made in accordance with this chapter. No such suit shall abate by reason of said offices becoming vacant, but the successor of any said officers, pending such suit, may, and, upon motion of the adverse party and notice shall, prosecute or defend it.

SECTION 6. Section fifty-two of said chapter one hundred and twenty-five is hereby amended by inserting after the word “determines,” in line six, the words: — subject to the approval of the commission on correction, — so as to read as follows: — *Section 52.* Such proposals shall be in writing and sealed, and on the day appointed shall be opened by the warden or superintendent in the presence of the commissioner, who shall cause them to be entered in a book and compared. The persons offering the best terms, with satisfactory security for the performance, shall be entitled to the contract unless the commissioner determines, subject to the approval of the commission on correction, that it is not for the interest of the commonwealth to accept any of the proposals. In such case, no offer shall be accepted, and the warden or superintendent, with the consent of the commissioner, may contract for any of the articles wanted in a way which shall be for the best interests of the commonwealth. Every contractor shall give bond in a reasonable sum, with satisfactory surety, for the performance of his contract.

SECTION 7. Chapter one hundred and twenty-six of the General Laws is hereby amended by striking out section one and

inserting in place thereof the following: — *Section 1.* The commission on correction, in this chapter called the commission, shall inspect the prisons in the several counties and shall twice in each year, at intervals of not exceeding eight months, visit all such prisons, and fully examine into everything relative to the government, discipline and police thereof; and as soon as may be after each inspection, the commission shall make and file with the department a detailed report of the condition of each prison as to health, cleanliness and discipline at the time of inspection, the number of prisoners confined there within the preceding six months or since the last inspection, the causes of confinement, the number of prisoners usually confined in one room, the distinction, if any, usually observed in the treatment of the different classes of prisoners, the punishments inflicted, any evils or defects in the construction, discipline or management of such prisons, the names of prisoners who have been discharged or pardoned or who have died or escaped, and any violation or neglect of law relative to such prisons, with the causes, if known, of the violation or neglect.

SECTION 8. Sections two and three of said chapter one hundred and twenty-six are hereby amended by striking out the word “commissioners” wherever it occurs, and inserting in place thereof, in each instance, the word: — commission.

SECTION 9. Section four of said chapter one hundred and twenty-six is hereby amended by adding at the end thereof the following: — Nothing in this chapter shall be construed to affect the powers of the commission to make classifications, consolidations and rearrangements of county jails, houses of correction and other penal institutions, and their inmates, as provided in section six A of chapter one hundred and twenty-four, — so as to read as follows: — *Section 4.* Jails shall be used for the detention of persons charged with crime and committed for trial, committed to secure their attendance as witnesses upon the trial of criminal causes, committed pursuant to a sentence upon conviction of crime or for any cause authorized by law, or detained or committed by the courts of the United States. Nothing in this chapter shall be construed to affect the powers of the commission to make classifications, consolidations and rearrangements of county jails, houses of correction and other penal institutions, and their inmates, as provided in section six A of chapter one hundred and twenty-four.

SECTION 10. Section five of said chapter one hundred and twenty-six is hereby amended by inserting after the word

“sheriff”, in line one, the words:—subject to the approval of the commission,—so as to read as follows:—*Section 5*. If there are several jails in a county, the sheriff, subject to the approval of the commission, may cause the prisoners to be confined in any of them.

SECTION 11. Said chapter one hundred and twenty-six is hereby amended by striking out section eight and inserting in place thereof the following:—*Section 8*. The commission shall, subject to the provisions of this act, maintain a sufficient number of houses of correction, conveniently located in various parts of the commonwealth, suitably and efficiently ventilated, with convenient yards, workshops and other suitable accommodations adjoining or appurtenant thereto, for the safe keeping, correction, government and employment of offenders legally committed thereto by the courts and magistrates of the commonwealth or of the United States.

SECTION 12. Said chapter one hundred and twenty-six is hereby amended by striking out section eleven and inserting in place thereof the following:—*Section 11*. The commissioner shall cause the rules established for the management of the house of correction and for the government of the prisoners therein to be strictly observed, shall examine all accounts of the master relative to the expenses of the institution, and keep such record thereof as the commission may order. Any official or employee of any institution under the control of the commission who shall intentionally fail to carry out the rules and orders established for the management and control of houses of correction may be removed from office by vote of the commission, subject to the provisions of chapter thirty-one of the General Laws.

SECTION 13. Section sixteen of said chapter one hundred and twenty-six is hereby amended by striking out the words “and control”, in the first line, and by inserting at the beginning thereof the words:—Subject to the supervision and control of the commission; and by inserting after the word “officers”, in line six, the words:—who shall not be subject to chapter thirty-one,—so as to read as follows:—*Section 16*. Subject to the supervision and control of the commission, the sheriff shall have custody of the jails in his county, and, except in Suffolk county, of the houses of correction therein, and of all prisoners committed thereto, and shall keep the same himself or by his deputy as jailer, master or keeper, and shall be responsible for them. The jailer, master or keeper shall appoint subordinate assistants, employees and officers, who shall not be subject to chapter

thirty-one, and shall be responsible for them. In Suffolk county the penal institutions commissioner shall appoint a master of the house of correction, who shall hold office during the pleasure of said commissioner. A sheriff, who acts as jailer, master or keeper, or a jailer, master or keeper appointed by the sheriff, shall give to the state treasurer a bond, with such sureties as the superior court shall order and approve, conditioned faithfully to perform his duties, and shall be reimbursed by the treasurer of his county, subject to approval by the county commissioners, for the premium paid to a surety company thereon.

SECTION 14. Section eighteen of said chapter one hundred and twenty-six is hereby amended by striking out the words "county commissioners", in the first line, and inserting in place thereof the word: — commission; and by striking out the word "county", in the third line, and inserting in place thereof the word: — commonwealth, — so as to read as follows: — *Section 18.* The commission shall, subject to section twenty of this chapter and to section twenty of chapter thirty-seven, establish fixed salaries to be paid by the commonwealth for all officers, assistants and employees of jails and houses of correction, which shall be in full compensation for all their services, and for which they shall devote their entire time, not exceeding the time limited by section forty of chapter one hundred and forty-nine, to the performance of their duties, unless released therefrom by the commissioners.

SECTION 15. Section twenty-five of said chapter one hundred and twenty-six is hereby amended by striking out the word "county's", in the second line, and inserting in place thereof the word: — commonwealth's, — so as to read as follows: — *Section 25.* The keeper of each jail and the master of each house of correction shall, at the commonwealth's expense, cause it to be constantly kept in as cleanly and healthful a condition as may be. No permanent vault shall be used in any apartment. Every room occupied by a prisoner shall be furnished with a suitable bucket, with a cover, made to shut tight, for the necessary accommodation of such prisoner, and such bucket, when used, shall be emptied daily and shall be constantly kept in good order.

SECTION 16. Said chapter one hundred and twenty-six is hereby amended by striking out section twenty-eight and inserting in place thereof the following: — *Section 28.* Subject to such rules as the commission may adopt, the sheriff or keeper shall, without extra charge or commission to himself or to any other person, procure or cause to be procured all necessary sup-

plies for the jails and houses of correction, to be purchased and provided under their direction at the expense of the commonwealth.

SECTION 17. Section twenty-nine of said chapter one hundred and twenty-six is hereby amended by striking out the word "county", in the sixth line, and inserting in place thereof the word:—commonwealth; by striking out all after the word "the", in the seventh line, and inserting in place thereof the word:—commission, — so as to read as follows:— *Section 29.* The expense of keeping and maintaining convicts sentenced to imprisonment in the jail or house of correction, of the keeping of persons charged with or convicted of crime and committed for trial or sentence, and of prisoners committed on mesne process or execution, so long as the fees for their board are paid by the defendant or debtor, plaintiff or creditor, shall be paid by the commonwealth after the accounts of the keeper or master have been settled and allowed by the commission.

SECTION 18. Section thirty of said chapter one hundred and twenty-six is hereby amended by striking out the word "county", in line two, and inserting in place thereof the word:—commonwealth; by striking out the word "county", in line three, and inserting in place thereof the word:—state; by striking out the words "county commissioners", in line four, and inserting in place thereof the word:—commission, — so as to read as follows:— *Section 30.* Masters and keepers of jails and houses of correction authorized or directed to expend money in behalf of the commonwealth may have money advanced to them from the state treasury in such amounts as the commission may approve, not exceeding the sum of one hundred and fifty dollars at any one time.

SECTION 19. Section thirty-one of said chapter one hundred and twenty-six is hereby amended by striking out the words "county commissioners", in line four, and inserting in place thereof the word:—commissioner; and by striking out the word "county", in line five, and inserting in place thereof the word:—state, — so as to read as follows:— *Section 31.* Every officer applying for such an advance shall certify in writing that the amount asked for is needed for immediate use, and, as specifically as may be, the purposes for which it is required. The certificate shall bear the approval of the commissioner, and when the certificate is filed with the state treasurer payment shall be made by him to such officer.

SECTION 20. Section thirty-two of said chapter one hundred and twenty-six is hereby amended by striking out the word "county", in the second line, and inserting in place thereof the word: — state; and by striking out the words "county commissioners", in the third line, and inserting in place thereof the word: — commissioner, — so as to read as follows: — *Section 32.* Every such officer shall within thirty days after the receipt of an advance file with the state treasurer a detailed statement, bearing the approval of the commissioner, of the amounts expended subsequent to the preceding accounting, with vouchers therefor if they can be obtained.

SECTION 21. Section thirty-three of said chapter one hundred and twenty-six is hereby amended by striking out the word "county" where it appears the second time in line two, and also in line seven, and inserting in place thereof, in each instance, the word: — commonwealth; and by striking out the word "Boston", in line five, and inserting in place thereof the words: — the commonwealth, — so as to read as follows: — *Section 33.* The keeper of the jail and the master of the house of correction in Suffolk county shall, at the expense of the commonwealth, provide necessary fuel, bedding and clothing for all prisoners in their custody upon charge or conviction of crime against the commonwealth, and shall present to the auditor of the commonwealth a full account of their charges so incurred or incurred for necessary furniture for said institutions, which, upon the allowance thereof by the auditor, shall be paid by the commonwealth.

SECTION 22. Section thirty-four of said chapter one hundred and twenty-six is hereby amended by striking out the words "commissioners, or the mayor of Boston," in the first line, and inserting in place thereof the word: — commission, — so as to read as follows: — *Section 34.* If the commission direct specific rations or articles of food, soap, fuel or other necessities, to be furnished to the prisoners, the keeper or master shall conform to such direction; and if he refuses or neglects to furnish the same, he shall be subject for a first and second offence to the penalties described in section twenty-nine of chapter two hundred and sixty-eight for the offences therein mentioned.

SECTION 23. Section thirty-seven of said chapter one hundred and twenty-six is hereby amended by inserting after the word "commissioners", in the first line, the words: — approved by the commission, — so as to read as follows: — *Section 37.* On the request of said commissioners, approved by the commission,

the sheriff of the county shall remove to said farm such prisoners as in the opinion of the commissioners can advantageously be employed thereon in carrying out sections thirty-five and thirty-six, and on the order of the said commissioners the sheriff shall return any prisoner to the jail or house of correction from which he was taken, or to which he was sentenced. The superintendents of industrial farms shall have the custody of all prisoners removed thereto, and a prisoner who escapes or attempts to escape therefrom shall be punished therefor by imprisonment in a jail or house of correction for not more than one year. Permits to be at liberty shall be issued to the inmates of county industrial farms and revoked in the manner provided by law for the issuance or revocation of permits to prisoners in jails and houses of correction.

SECTION 24. Section one of chapter one hundred and twenty-seven of the General Laws is hereby amended by inserting after the word "correction", in line two, the words:— and "commission" shall mean the commission of correction, — so as to read as follows:— *Section 1.* In this chapter "commissioner" shall mean the commissioner of correction, and "commission" shall mean the commission of correction. "Board of parole" shall mean the board of parole of the department of correction.

SECTION 25. Section five of said chapter one hundred and twenty-seven is hereby amended by striking out all after the word "the", in line thirteen, and inserting in place thereof the words:— commissioner, in the name of the commonwealth, and shall be expended by him for the relief of discharged prisoners, — so as to read as follows:— *Section 5.* The jailer, keeper or master of each jail and house of correction shall keep in a bound book an exact calendar of all prisoners committed thereto, in which shall be recorded the names of all prisoners, their places of abode and additions, the time, cause and authority of their commitment, and, if they have been committed upon a sentence on conviction of crime, a description of their persons and such facts as, with the entries in the prison book, will enable the sheriff or penal institutions commissioner of Boston to make the reports to the commissioner required by section ten. He shall record in the same book the time and authority for the release of every prisoner released and the time and manner of the escape of a prisoner escaping. A jailer, master or keeper neglecting to keep such calendar or to enter such facts therein shall forfeit one hundred dollars, which shall be recovered by the commis-

sioner, in the name of the commonwealth, and shall be expended by him for the relief of discharged prisoners.

SECTION 26. Section eight of said chapter one hundred and twenty-seven is hereby amended by striking out the words "county commissioners", in line eleven, and inserting in place thereof the word: — commissioner; and by striking out all after the word "the", where it occurs first in line fifteen, and inserting in place thereof the words: — commissioner, in the name of the commonwealth, and shall be expended by him for the relief of discharged prisoners, — so as to read as follows: — *Section 8.* Each jailer and master of a house of correction shall have a prison book, in which he shall keep an account of the value of the labor of the prisoners, of the salaries of officers and of articles furnished for the support of the prisoners, the quantity of such articles, of whom bought and the price paid, classified as follows: cost of provisions, including the portion consumed by the family of the jailer or master; of clothing; of beds and bedding; of medicine; of medical attendance; of religious or secular instruction; of fuel; of light; allowance to discharged prisoners; allowance to witnesses in money or clothing. The prison book, verified by the oath of the jailer or master, shall be exhibited to the commissioner when his accounts are presented for examination, and at other times when demanded. A jailer or master who neglects to keep such book or to enter therein such facts, or who wilfully makes any false entry therein, shall forfeit one hundred dollars, to be recovered by the commissioner, in the name of the commonwealth, and shall be expended by him for the relief of discharged prisoners.

SECTION 27. Section ten of said chapter one hundred and twenty-seven is hereby amended by striking out, in line five, the words "county commissioners"; by striking out the word "commissioner", in line nine, and inserting in place thereof the word: — commission; and by inserting after the word "prescribe", in line nine, the words: — The commissioner shall submit said reports to the commission, — so as to read as follows: — *Section 10.* Annually, on or before December fifteenth, the warden of the state prison, the superintendents of the Massachusetts reformatory, of the reformatory for women, of the prison camp and hospital and of the state farm, and annually, on or before October fifteenth, sheriffs and the penal institutions commissioner of Boston, shall make a report to the commissioner of the salaries of prison officers, of the number and cost of support of

prisoners, and of such other details relative to the management and discipline of the several prisons as the commission may prescribe. The commissioner shall submit said reports to the commission. The warden or superintendent shall also include in his report the amount of liabilities and outstanding claims of said institutions, the names of their debtors and creditors, the amounts due to or from each and when they are payable, detailed accounts of expenditures for the prisons for the year ending the preceding thirtieth day of November, the cost of all changes made in the buildings thereof, the names, position, pay and allowances of every officer or employee thereof, the average cost of the support of each prisoner, the number of volumes in the library of each prison, and such other facts relative to said prisons as the commissioner considers proper. An officer who refuses or neglects to make such report at the time prescribed or who withholds it after said date shall forfeit one dollar for each day's neglect, which shall be deducted from his salary or compensation at the first monthly payment after his default has been reported to the proper auditing or disbursing officer.

SECTION 28. Section thirteen of said chapter one hundred and twenty-seven is hereby amended by striking out the words "county commissioners", in line four, and inserting in place thereof the word: — commission, — so as to read as follows: — *Section 13.* The jailer, master or keeper of a jail or house of correction, except in Suffolk county, may be removed by the superior court for neglect of duty or for wasteful or extravagant use of supplies, upon complaint of the commission, after notice to the sheriff and the person complained of and a hearing.

SECTION 29. Section nineteen of said chapter one hundred and twenty-seven is hereby amended by striking out, in line one, the word "commissioner", and inserting in place thereof the word: — commission; and by striking out, in line four, the word "he", and inserting in place thereof the words: — The commission, — so as to read as follows: — *Section 19.* The commission may institute a system of physical training, including military drill and organized athletic sports in any penal institution in the commonwealth, to be under the direction of the director of physical training of the department. The commission may prescribe the powers and duties of the director and may adopt rules and regulations to carry out this section.

SECTION 30. Said chapter one hundred and twenty-seven is hereby amended by striking out section twenty and inserting in

place thereof the following: — *Section 20.* The commission may provide for grading and classifying the prisoners in the state prison, the Massachusetts reformatory, the reformatory for women, the prison camp and hospital and the state farm, establish rules for dealing with the prisoners in the state prison according to their conduct and industry, and with the prisoners in the Massachusetts reformatory, the reformatory for women and the state farm according to their conduct, industry and labor and diligence in study.

SECTION 31. Section twenty-one of said chapter one hundred and twenty-seven is hereby amended by striking out the word “He”, in line one, and inserting in place thereof the words: — The commission; and by striking out, in line six, the word “commissioner”, and inserting in place thereof the word: — commission, — so as to read as follows: — *Section 21.* The commission shall, as far as practicable, so classify prisoners sentenced and committed to jails and houses of correction, with reference to their sex, age, character, condition and offences, as to promote their reformation and safe custody and the economy of their support, and to secure the separation of male and female prisoners. Sheriffs may classify prisoners in houses of correction, subject to revision by the commission. The master or keeper of a jail or house of correction shall ascertain whether a prisoner committed thereto upon a sentence of six months or more can read or write.

SECTION 32. Section forty-four of said chapter one hundred and twenty-seven is hereby amended by striking out the words “or county commissioners”, in line four, and inserting in place thereof the words: — commissioner or, — so as to read as follows: — *Section 44.* If a person confined in a jail or house of correction upon a conviction or charge of crime is refractory or disorderly, or wilfully or wantonly destroys or injures any article of furniture or other property or any part of such prison, the sheriff, commissioner or penal institutions commissioner of Boston, respectively, after due inquiry, may cause him to be kept in solitary imprisonment not more than ten days for one offence, and during such imprisonment to be fed with bread and water only unless other food is necessary for the preservation of his health.

SECTION 33. Said chapter one hundred and twenty-seven is hereby amended by striking out section fifty-one and inserting in place thereof the following: — *Section 51.* The commission shall

determine the industries to be established and maintained in the respective institutions under its control. The prisoners in said institutions shall be employed in said industries under regulations which shall be established by the commission; but no contract shall be made for the labor of prisoners, except that, with the approval of the commission, prisoners may be employed in cane seating and the manufacture of umbrellas under the "piece price system", so called.

SECTION 34. Said chapter one hundred and twenty-seven is hereby amended by striking out section sixty-five and inserting in place thereof the following: — *Section 65.* If the commission and the warden, superintendent, master or keeper of any institution named in section fifty-one consider the employment of prisoners or a part of them upon the piece price plan expedient, the commissioner shall advertise for bids therefor, which shall be opened publicly, and a copy and record thereof shall be kept by the commissioner. If the commission considers it inexpedient to accept any of such bids, contracts may be made with other persons. Copies of all contracts for the employment of prisoners shall be kept by the commissioner, and shall at all times be open to public inspection.

SECTION 35. Said chapter one hundred and twenty-seven is hereby amended by striking out section sixty-eight and inserting in place thereof the following: — *Section 68.* The warden, superintendent, master or keeper of any institution named in section fifty-one may, with the approval of the commissioner, appoint agents who, under such regulations as the commission shall establish, shall purchase tools, implements, materials and machinery and sell manufactured goods as aforesaid. They may be removed at the pleasure of the officer by whom they were appointed, and shall receive such compensation as said officer, with the approval of the commissioner, shall determine. The commissioner shall have no authority to purchase or sell any articles for any institution.

SECTION 36. Section seventy-one of said chapter one hundred and twenty-seven is hereby amended by striking out in lines two to five, inclusive, the words "the state prison, the Massachusetts reformatory, the reformatory for women, the prison camp and hospital and the state farm shall be paid to the commonwealth, and the receipts from the labor of prisoners in a jail or house of correction to the county", and inserting in place thereof the words: — all institutions to which this chapter applies; by strik-

ing out in line seven the words "or county"; by striking out in lines eleven, twelve and thirteen, the words "the receipts from the labor of prisoners in the state prison, the Massachusetts reformatory, the reformatory for women, and the state farm", and inserting in place thereof the words: — such receipts; and by striking out the words "into the county treasury", in the last line, and inserting in place thereof the words: — to the commonwealth, — so as to read as follows: — *Section 71.* At least once in each month the receipts from the labor of prisoners in all institutions to which this chapter applies, and so much thereof as is necessary to pay the expenses of maintaining the industries in said institutions shall be expended from the state treasury for that purpose, but not until schedules of such expenses have been sworn to by the warden or superintendent and approved by the commissioner. Whenever, in the opinion of the state auditor, the accumulated funds in the state treasury from such receipts exceed the sums necessary to pay the expense of maintaining the industries by which they were produced, the state auditor shall direct that the surplus be transferred from these accounts into the general fund or ordinary revenue of the commonwealth. Receipts from any of the institutions shall be applied to paying the bills of that institution only. The warden or superintendent of the state prison, Massachusetts reformatory, reformatory for women or state farm shall, as often as he has in his possession money to the amount of ten thousand dollars which he has received under the provisions of sections fifty-three to sixty-seven, inclusive, pay it to the commonwealth; and the master or keeper of a jail or house of correction shall, as often as he has in his possession such money to the amount of five thousand dollars, pay it to the commonwealth.

SECTION 37. Section seventy-two of said chapter one hundred and twenty-seven is hereby amended by striking out in lines two, three and four, the words "in, the state prison, the Massachusetts reformatory, the reformatory for women, prison camp and hospital and the state farm; and by striking out in lines seven to eleven, inclusive, the words, "Bills for tools, implements, machinery and materials purchased by, and the salaries of persons employed in, the jails and houses of correction under said sections shall be paid monthly by the county, upon schedules prepared and sworn to by the master or keeper and approved by the commissioner, — so as to read as follows: — *Section 72.* Bills for tools, implements, machinery and materials purchased

by, and the salaries of persons employed under sections fifty-one to seventy, inclusive, shall be paid monthly by the commonwealth, upon schedules prepared and sworn to by the warden or superintendent and approved by the commissioner. The schedule of bills for tools, implements and machinery and of bills for materials and salaries shall be kept separate from each other and from the schedules of bills incurred for the maintenance of the prison, reformatory, jail or house of correction.

SECTION 38. Section seventy-three of said chapter one hundred and twenty-seven is hereby amended by striking out, in lines nine and ten, the words “, if the claim or suit is made or brought by or against the warden or superintendent,” and by striking out, in lines ten, eleven and twelve, the words “, or, if made or brought by or against the master or keeper, be approved by the county commissioners.”, — so as to read as follows: — *Section 73.* The warden, superintendent, master or keeper of any institution named in section fifty-one may sue or be sued upon any contract of purchase or sale made by him under sections fifty-one to seventy, inclusive. No suit shall abate by reason of a vacancy in any such office, but the successor of any such officer may, and upon motion of the adverse party shall, prosecute or defend it. The warden or superintendent, master or keeper may submit a controversy relative to such contract or an action thereon to the final determination of arbitrators or referees, who shall be approved by the governor.

SECTION 39. Section seventy-seven of said chapter one hundred and twenty-seven is hereby amended by striking out the word “county” in the second and again in the third line, and inserting in place thereof, in each instance, the word: — commonwealth, — so as to read as follows: — *Section 77.* All money received under the three preceding sections shall be paid to the commonwealth, and the expense of employing prisoners thereunder shall be paid by the commonwealth in the manner provided in section seventy-one. Payment for material sold or labor performed thereunder shall be made to the master or keeper of the jail or house of correction where it is prepared or performed.

SECTION 40. Said chapter one hundred and twenty-seven is hereby amended by striking out section eighty and inserting in place thereof the following: — *Section 80.* A prisoner removed to the prison camp and hospital shall be held in the custody of the superintendent thereof, and shall be governed, employed and treated according to rules and regulations to be established by the commission.

SECTION 41. Section eighty-two of said chapter one hundred and twenty-seven is hereby amended by inserting after the word "commissioner", in line one, the words: —, with the approval of the commission; by inserting after the word "hospital", in line four, the words: — or from jails or houses of correction; by inserting after the word "also", in the same line, the words: —, with like approval; and by inserting after the word "hospital", in line nine, the words: — or of the sheriff, — so as to read as follows: — *Section 82.* The commissioner, with the approval of the commission, may purchase or lease land, with funds specifically appropriated therefor by the general court, for the purpose of improving and cultivating the land by the labor of prisoners from the prison camp and hospital or from jails or houses of correction; and the commissioner may also, with like approval, make arrangements with officials of the commonwealth and officials of towns to employ the said prisoners on any unimproved land and in the construction, repair and care of public institutions and public ways adjacent thereto. When prisoners are so employed they shall be in the custody of the superintendent of the prison camp and hospital or of the sheriff. There shall be paid to the commonwealth monthly, for the labor of any prisoners employed as above provided, such sums as may be agreed upon between the commissioner, the superintendent of the prison camp and hospital, and the other parties in interest. Expenditures from any appropriation to carry out the purposes of this section shall be made upon schedules, with vouchers, approved by the superintendent and the commissioner; but the expenditures in any year shall not exceed the amount of the receipts during that year from the employment of prisoners as aforesaid.

SECTION 42. Section eighty-four of said chapter one hundred and twenty-seven is hereby repealed.

SECTION 43. Section eighty-five of said chapter one hundred and twenty-seven is hereby amended by striking out, in lines three and four, the words "and with the consent of the county commissioners if she is in a jail or house of correction", — so as to read as follows: — *Section 85.* The commissioner may, with the consent of a woman serving a sentence in the reformatory for women or in a jail or house of correction, contract to have her employed in domestic service for such term, not exceeding her term of imprisonment, and upon such conditions, as he considers proper with reference to her welfare and reformation. If in his opinion her conduct at any time during the term of the

contract is not good, he may order her to return to the prison from which she was taken.

SECTION 44. Said chapter one hundred and twenty-seven is hereby further amended by striking out section ninety-two and inserting in place thereof the following:— *Section 92.* The commissioner may, at the expense of the commonwealth, furnish instruction in reading and writing for one hour each evening, except Sunday, to prisoners in the jails and houses of correction who may be benefited thereby and who wish to receive it.

SECTION 45. Section ninety-three of said chapter one hundred and twenty-seven is hereby amended by striking out, in lines two, five and eight, the word: "county", and inserting in place thereof, in each instance, the word:— commonwealth; and by striking out, in line seven, the words "county commissioners", and inserting in place thereof the word:— commission, — so as to read as follows:— *Section 93.* The keeper or master of a jail or house of correction shall, at the expense of the commonwealth, provide a copy of the Bible or of the New Testament for each prisoner under his charge who is able and wishes to read, which may be used by him at proper seasons during his confinement. He may, at the expense of the commonwealth, provide books and papers for such prisoners but not exceeding in cost one hundred dollars a year. The commission may, in their discretion and at the expense of the commonwealth, provide moral and religious instruction for such prisoners.

SECTION 46. Section one hundred and twenty-two of said chapter one hundred and twenty-seven is hereby amended by striking out, in lines two and three, the words "in the state prison, Massachusetts reformatory, reformatory for women or state farm"; and by adding at the end thereof the words:— The expense of supporting or transferring all inmates in any institution to which this chapter applies shall be borne by the commonwealth, — so as to read as follows:— *Section 122.* The expense of the commitment of any person sentenced to imprisonment shall be paid by the county from which the prisoner is committed, and shall be allowed in the same manner as other expenses in criminal cases. The expense of supporting or transferring all inmates in any institution to which this chapter applies shall be borne by the commonwealth.

SECTION 47. Section one hundred and twenty-three of said chapter one hundred and twenty-seven is hereby amended by striking out the first sentence, so as to read as follows:— *Section 123.* The expense of removing a prisoner to or from a state

institution by order of the commissioner shall be paid upon bills approved by him, out of the appropriation for the removal of prisoners, except that when a removal is made at the request of the trustees of any institution, or under section one hundred and seventeen or one hundred and eighteen, the expense thereof shall be borne by the institution from which the prisoner is removed. The expense of removing a prisoner to the Bridgewater state hospital or to a state hospital shall be paid by the prison from which the prisoner is removed.

SECTION 48. Sections one hundred and twenty-four, one hundred and twenty-five and one hundred and twenty-six of said chapter one hundred and twenty-seven are hereby repealed.

SECTION 49. Said chapter one hundred and twenty-seven is hereby further amended by striking out section one hundred and twenty-eight, and inserting in place thereof the following:— *Section 128.* Permits to be at liberty to prisoners in any institution to which this chapter applies may be granted by the board of parole. Permits so granted shall be issued by the commissioner on notification by the board.

SECTION 50. Section one hundred and forty of said chapter one hundred and twenty-seven is hereby amended by adding at the end thereof the following:— Said permit shall be issued by the commissioner on notification by the county commissioners or by the penal institutions commissioner of Boston, — so as to read as follows:— *Section 140.* If it appears to the county commissioners, or, in the county of Suffolk, to the penal institutions commissioner of Boston, that a prisoner in a jail, house of correction or workhouse convicted of an offence named in section fifty-three of chapter two hundred and seventy-two or of drunkenness, and sentenced for a term or for non-payment of a fine, has reformed and is willing and desirous to return to an orderly course of life, they may issue to him a permit to be at liberty during the remainder of his term of sentence. Said permit shall be issued by the commissioner on notification by the county commissioners or by the penal institutions commissioner of Boston.

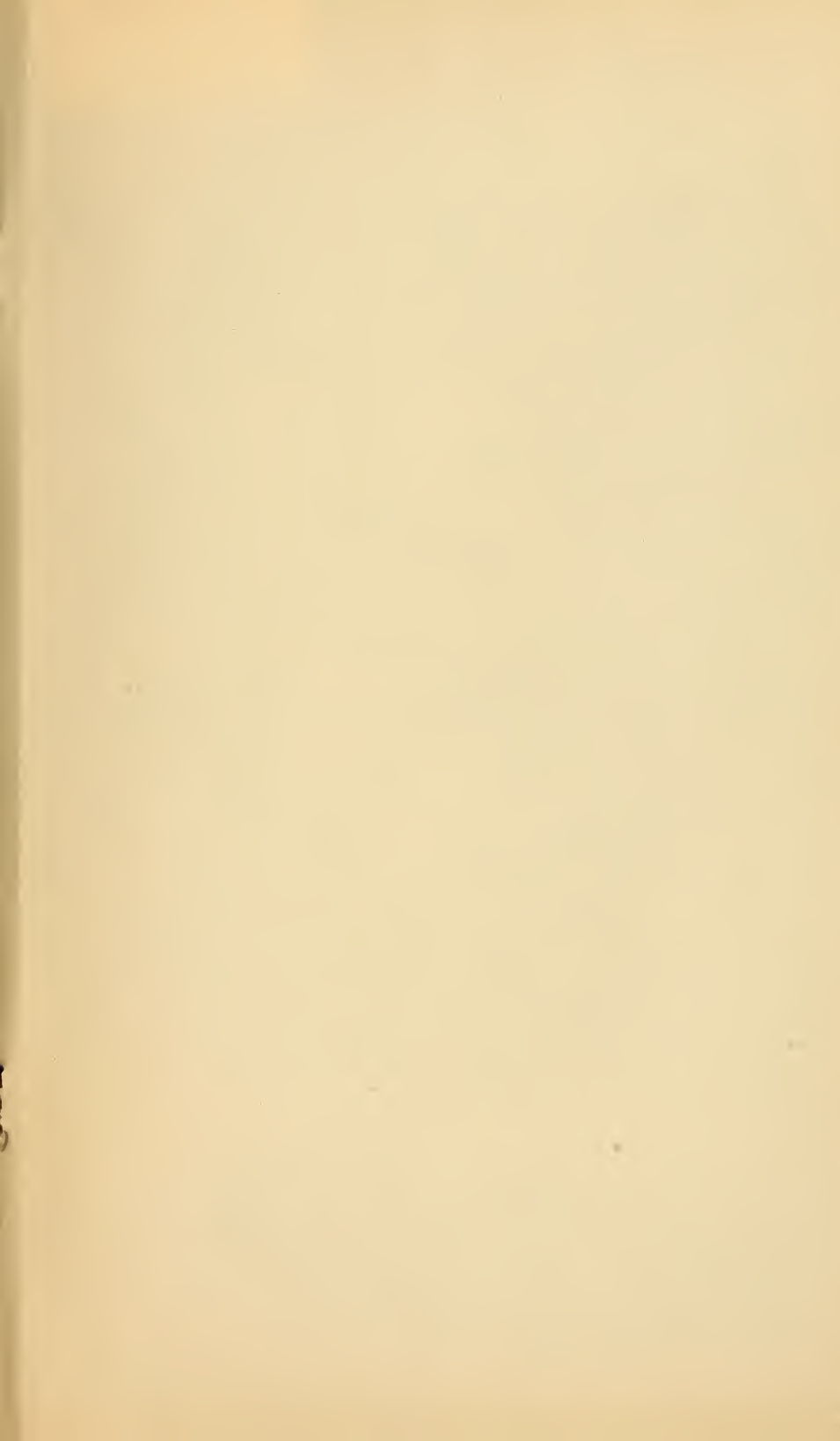
SECTION 51. Said chapter one hundred and twenty-seven is hereby amended by striking out section one hundred and forty-one and inserting in place thereof the following:— *Section 141.* A probation officer may, with the consent of the sheriff, or, in Suffolk county, of the institutions commissioner of Boston, investigate the case of any person imprisoned in a jail or house of correction upon a sentence of not more than six months, or upon a longer sentence of which not more than six months remain un-

expired, or for failure to pay a fine, for the purpose of ascertaining the probability of his reformation if released from imprisonment. If after such investigation he recommends the release of the prisoner, and the court which imposed the sentence, or, if the sentence was imposed by the superior court, the district attorney, certifies a concurrence in such recommendation, the sheriff or the institutions commissioner may, if he considers it expedient, release him on parole, upon such terms and conditions as he may prescribe, and may require a bond for their fulfilment. The surety upon any such bond may at any time take and surrender his principal, and the sheriff or the institutions commissioner may at any time order any prisoner released by him to return to the prison from which he was released. This section shall not apply to persons held upon sentences of the courts of the United States. Releases so granted shall be issued by the commissioner on notification by the sheriff or institutions commissioner, as the case may be.

SECTION 52. Said chapter one hundred and twenty-seven is hereby amended by striking out section one hundred and sixty-four and inserting in place thereof the following: — *Section 164.* The sheriff or keeper may, at the expense of the commonwealth, provide a prisoner released from a jail or house of correction with such amount of money as in his opinion can be wisely used to encourage his reformation, or he may pay it to a suitable person designated by him to be used for such prisoner.

SECTION 53. Said chapter one hundred and twenty-seven is hereby amended by striking out section one hundred and sixty-five and inserting in place thereof the following: — *Section 165.* The master or keeper of a jail or house of correction may, with the approval of the commissioner, expend such amount, not exceeding ten dollars, in aiding a prisoner discharged from his custody as in his opinion will assist such prisoner in his endeavor to reform. He may in his discretion pay it to the prisoner, or to some person selected by the master or keeper, to be expended by him in behalf of the prisoner or for providing the prisoner with board, clothing, transportation or tools. The amount so paid by a master or keeper shall be allowed and paid by the commonwealth like other prison expenses.

SECTION 54. Section two of this act shall take effect as provided in the constitution. All other provisions thereof shall take effect on the date when the commission established by section two reports its organization to the state secretary as required by section four of chapter thirty of the General Laws.



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